



City of Williams General Plan

Adopted December 2003

Prepared for the City by:
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Acknowledgements

The Williams General Plan was prepared through a diligent effort by the Planning and Zoning Commission (whose members acted as advisory committee for the Update); input provided by its citizens at workshops, the City Council and City staff. The General Plan was officially adopted by Council on December 11, 2003.

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Table of Contents

I.	Introduction	1
	A. Preface	1
	B. How to Use This Plan	1
	C. Williams Planning Perspective	3
	<i>Williams/Coconino County Context Map</i>	5
II.	Vision, Goals and Objectives.....	8
	A. Williams Planning Vision Statement.....	8
	B. Planning Goals and Objectives.....	8
	C. General Plan Principles.....	13
III.	Plan Elements	13
	A. Land Use.....	14
	<i>Land Use Plan Map</i>	16
	<i>Main Street Area Map</i>	17
	B. Circulation Element	21
	<i>Circulation Map</i>	25
	C. Water Resources	28
	D. Costs of Development	32
	E. Growth Areas	35
	<i>Growth Areas Map</i>	36
	F. Open Space.....	41
	G. Environmental Planning	44
IV.	General Plan Implementation Program.....	47
	A. General Plan Amendment.....	47
	B. Phased Actions.....	50
	<i>Short-Term Actions Chart</i>	52
	<i>Mid-Term Actions Chart</i>	53
	<i>Longer Term Actions Chart</i>	54
	C. Plan Monitoring	55
	D. Land Use Decision Keys	58

I. INTRODUCTION

The Williams General Plan Update establishes policy guidance to coordinate private and public sector actions for achieving community expectations. It builds on City traditions with realistic assessment of the constraints and opportunities that need to be addressed to achieve William's future vision.

A. PREFACE

This planning document provides reference to data or directions found in previous adopted plans, studies and analyses. It does not supersede them; however, the General Plan serves as an overview that helps to coordinate, focus and prioritize civic values or resources.

Updating addresses three, interrelated purposes: streamlining the City's approach to growth management; recognizing changes of conditions; and applying the spirit of Arizona's Growing Smarter legislation to improve competitive advantage in the region and State. Maintaining friendly, small town character while accommodating positive, quality growth is a dual aim that accompanies all of the Plan's stated goals and objectives.

B. HOW TO USE THIS PLAN

The General Plan is not intended to be read at one sitting. It expresses broad policy covering several aspects of City planning: criteria for preservation and growth, aspirations of community excellence, private property rights' recognition and methods to encourage public/private cooperation.

1. Community Direction

The document begins from a wide perspective on Williams' past and its existing physical conditions. Users of the Plan will note, by looking at the Table of Contents, that it is organized to focus municipal planning directions by moving through assessments of current status in this Introduction section; into specific subject areas, the General Plan Elements; wrapping into Implementation's more specific strategies. A common thread, from start to finish, is the citizen-established planning goals and visions that steer the General Plan.

In accord with statutory intent, the Williams General Plan offers advisory guidance regarding use and development on lands beyond the City limits, in

unincorporated County areas. The City respectfully requests that officials in Coconino County, the Northern Arizona Council of Governments (NACOG) and State agencies take notice of, and support, Williams' commitment to quality development that resists urban growth for the sake of growth and insists on orderly, compatible and cost-beneficial planning.

Serving as a guidebook, the General Plan is primarily a reference work. Residents may cite its principles pertaining to land use, transportation and many other topics as assurance for neighborhood preservation. Landowners and developers can look to the document to determine appropriate, compatible projects for their properties. City officials -- Council, Planning and Zoning Commission, other advisory bodies and staff -- can rely on the General Plan narrative and graphics to bring consistency in their determinations regarding the variety of proposals they are called upon to evaluate.

The Plan is a summary for development guidance in accord with the publicly expressed vision for Williams' future and enumerated goals/objectives under each Plan component. These subject areas are interrelated, intended to be applied comprehensively in public and private decision-making. Users are cautioned not to rely solely on individual, excerpted statements; but, instead, are encouraged to consider all of the Williams General Plan subject matter as a whole.

2. *Plan Purpose*

The General Plan's principal purpose, therefore, is an expression of citizen preferences for their community -- including the affected sub-region beyond the municipal boundaries. It is a statement of City policy with long term perspective. The Plan is more than a land use map; it is a blueprint for maintaining and improving quality of life.

Meeting legal requirements under Arizona State Law, the Williams General Plan is not a zoning document. However, the generalized land use classifications are meant to promote consistent, equitable development codes that serve the whole public rather than special interests.

3. *Continuing Refinement*

Williams' planning philosophies will gain added dimension as the General Plan is applied in day-to-day practice. By usage, the document becomes familiar to City leaders, staff, citizens and property owners. Through interpretation of planning policies, common understandings are verified -- or the necessity for revision is identified.

Monitoring Plan progress is everyone's responsibility. Implementation strategies include opportunities for citizens to take part in evaluating success or making adjustments in the City's planning priorities. Persons wishing to observe the General Plan in practice (and, possibly, to get involved in its refinement) should attend Planning and Zoning Commission and City Council meetings when development proposals, goals assessments or General Plan Amendments are on the agenda.

Comprehensive amendment of the General Plan is required, by statute, at least every ten years. As described in the Implementation section (see pp. 50-52), Major Amendments are considered on an annual basis. Minor Amendments, however, may be addressed during the year on regular Commission and Council agendas.

C. **WILLIAMS PLANNING PERSPECTIVE**

Community planning combines appreciation of the past with evaluation of present conditions and projections for how the municipality can best develop for a sound, sustaining future.

1. *Historical Overview*

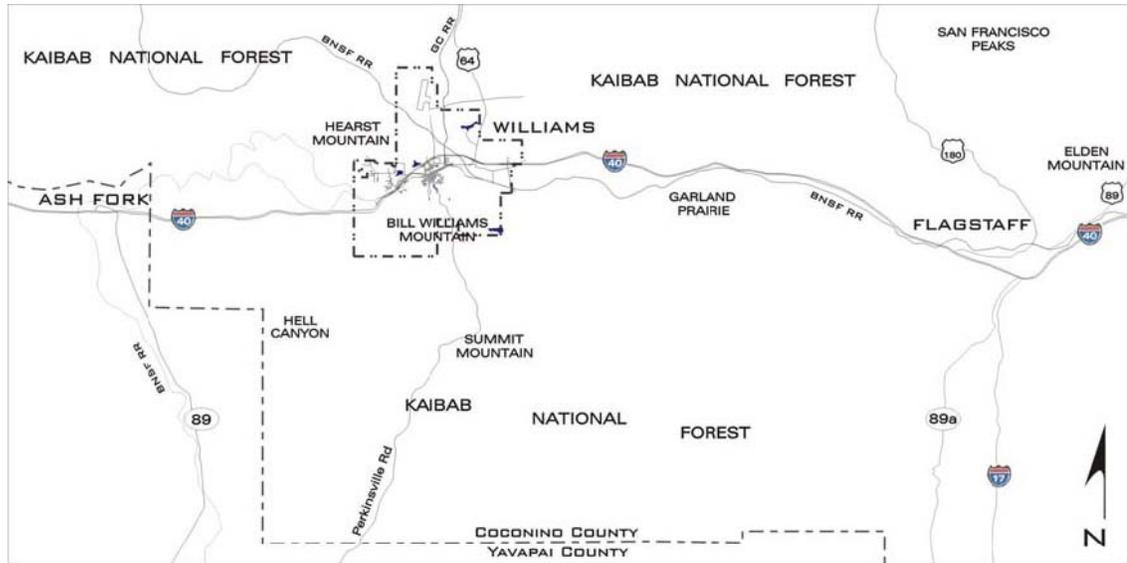
Prior to the establishment of the town site of Williams, the local area was utilized, for the most part, by Native Americans, fur trappers, and, later on, cattle ranchers. The original town site for the City of Williams, named after the famous mountain man William "Bill" Sherley Williams, was established by Prescott businessman, C.T. Rodgers in 1880. Anticipating the arrival of the transcontinental railroad, he purchased the land at the base of Bill Williams Mountain that makes up the city today. The railroad, a key factor to the development of the community, arrived in 1882 with the completion of the Atlantic and Pacific Railroads. The economy of Williams was built upon a strong livestock industry during the first decades of

settlement. This key industry was supplemented by three sawmill operations. The first incorporation attempt in 1895 failed due to a court ruling the effort illegal. After a large fire in 1901, the citizens decided again to incorporate.

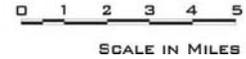
This time, since successfully incorporating, much has changed. The scenic railway to the Grand Canyon was completed in 1901 and began the shift to a tourist economy that is still dominant in Williams today. The Grand Canyon was best accessed in those days via rail car, which replaced the earlier stagecoaches. Kaibab National Forest, established in 1910, has its headquarters located in the City and attracts visitors from across the nation.

U.S. Route 66 was completed in 1928 replacing the National Old Trails Highway through the City. The growth in tourist related business continued until World War II. The war years brought new opportunities for the city as military related rail shipments and the Navajo Ordinance Depot created employment for local residents. After the war, the continued expansion of automobile leisure travel brought a boom of auto related support services, such as motels, fuel stations, and restaurants to Williams. Skiing came to town in 1946 with the creation of ski runs on Bill Williams Mountain, providing additional reasons to visit.

Changes in transportation have made the largest impact on the City. With the decline in rail train passenger service and the increased usage of passenger cars for travel, the business climate in Williams changed to accommodate these new visitors. With car access to the Grand Canyon, even the scenic railroad saw ridership decline to the point that it was discontinued for more than twenty years (1969-89). Another shift in the tourism economy occurred when the City Core was bypassed in 1984 with the completion of Interstate 40. This impacted local businesses by routing traffic north of downtown. However, automobile congestion in the Grand Canyon area inspired the revival of rail service from Williams to the Canyon in 1989. Carrying 200,000 passengers annually, the railway brings tourists into the heart of the City.



WILLIAMS/COCONINO COUNTY CONTEXT MAP



The history of Williams shows how the City and its citizens have adapted to changing conditions and new opportunities. Understanding and learning from the past will help foster an understanding of where the City has been and provide guidance as Williams moves into the future.

2. *Background Information*

The following factual information was acquired from existing databases as well as through previous study efforts specific to the City of Williams. The information following is relevant to the General Plan Elements and its development. Among the topics reported are: climate, topography, soils, hydrology, environmental conditions, and local utilities.

Climate

Mild summers and cool winters best describe the seasons in Williams. The City has an average of 22 inches of rain per year. Up to 30 inches of moisture per year is received on the higher portions of Bill Williams Mountain, and is a key source of water for the municipality. Typically, less than 70 inches of snow is received during the winter months; however, there have been recorded snowfall totals of up to 200 inches in rare years. In a typical year, Williams residents will experience 161 days of clear skies, 104

days of partly cloudy skies, and about 100 days of cloudy skies. The winds average 6.4 miles per hour and tend to be from the south southwesterly direction. High temperatures in July average 81.9 degrees and high temperatures in January average 42.2 degrees.

Topography

Located on the northern slopes of the Bill Williams Mountain, the area encompassed by the City slopes downward towards the north, with elevation changes from 7,200 feet to near 6,600 feet occurring in the City limits. Major land features include Bill Williams Mountain at 9,256 feet to the south, High School Hill at 7,698 feet to the east, Three Sisters to the west at 7,643 feet, and the Cataract Creek basin, a relatively flat area to the north. Most of the steep slopes in the City limits are in the Kaibab National Forest. Flat areas most attractive to future development are present north of Interstate 40 in the Cataract Creek basin and in the existing urbanized areas of Williams.

Soils

The soils in and around the Williams area are predominantly volcanic deposits that are found in 50 to 300 foot depths that overlay several thousand feet of sedimentary rock.

Hydrology

The Williams area is drained by the drainage channels of Cataract Creek, Dogtown Wash, and West Cataract Creek, all flowing north toward the Grand Canyon. According to the Federal Emergency Management Agency (FEMA), there is a large amount of land subject to a flood risk. Due to the depth of the water table, about 3,000 feet below the surface, the City is dependent upon surface water collection for its water supply.

Environmental Conditions

The area around the City is primarily open grassland in the flat lowlands and woodland areas covering the surrounding mountains and foothills. The timber types found around Williams include ponderosa pine, aspen and some mixed conifer. These forests, managed by the U. S. Forest Service, offer opportunities for recreation and eco-tourism.

Pollution concerns in the planning area are noise, chemical pollution and, during six months of the year, smoke from wood-burning fireplaces. Noise sources in the Williams area are primarily from the Santa Fe Railroad, Interstate 40, Williams Municipal Airport, and the Grand Canyon Railway. The chemical pollution sources, according to the Arizona Department of Environmental Quality, result typically from leaky storage tanks, predominantly current or former gas stations as well as sites owned by the Santa Fe Railroad.

Utilities

Electric power is provided on a City-owned distribution system that is operated under contract by Arizona Public Service Company. Natural gas is available throughout most of the City by Unisource Energy Services. Qwest provides the area's telephone services. Water, sewer, and trash removal services are all provided by the City of Williams. Internet access is available from a number of providers. These community services are believed to be adequate for the current City needs and are expandable to meet future demands.

3. *Regional Planning Relationships*

Strategic location -- on Interstate 40 and the Gateway to Grand Canyon® -- assures Williams a strong role in Northern Arizona's future progress. Separated from other communities by expanses of forest and open space, the City projects a distinctive character that attracts tourists, clean industry and new residents to northern Arizona. It seeks to project an image of relaxed, small town living and outdoor enjoyment.

Coconino County's Comprehensive Plan, adopted September 23, 2003, recognizes the City of Williams municipal planning aims. Goals and policies of the County and local plans are complementary, stressing well-managed, selective growth. Economic development that takes advantage of regional quality of living assets is a common priority.

Trends for attracting investment in active retirement and second homes, such as cooperating with environmentally-sensitive community master-planning on State Trust lands, offer opportunity for expansion of business and recreational activity in Williams. Likewise, promoting job

development through corporate expansion and relocation is seen as a means to enhance the City's status as a hub with linkages to unincorporated, rural communities of Coconino County.

II. VISION, GOALS AND OBJECTIVES

This General Plan is citizen-driven. The overarching planning mission, as well as goals and objectives, are derived from public input.

These basic statements serve as the focus for General Plan Elements, supporting Plan components and the Implementation Program. They are further amplified by a recitation of fundamental assumptions about planning in Williams, General Plan Principles.

A. WILLIAMS PLANNING VISION STATEMENT

General Plan workshop participants helped compose a vision statement for the future City of Williams. Citizen-expressed values for their community in the next generation are summarized:

WILLIAMS PLANNING VISION STATEMENT

Williams residents see their community as strengthening its friendly, easy-going, family-oriented spirit through continued respect for the natural environment, the history and the cultural heritage that are the foundation of its distinctive, inclusionary and hospitable character. As Gateway to Grand Canyon®, the City welcomes visitors and growth that appreciate and blend with the small town image. Desired attributes a generation from now include: educational excellence, a balanced economy with employment and affordable housing choices, and, especially, continuing spaciousness offering the best of outdoor living and recreational variety.

B. PLANNING GOALS AND OBJECTIVES

Comprehensive municipal planning covers many related subjects that describe the community's physical make-up. A variety of land uses, including homes and businesses, roads, utilities, schools, parks and other public or private facilities, as well as natural resources, form the central core of the City, with room for growth in undeveloped areas within its municipal boundaries or adjacent, future annexation areas. Elements in the General Plan address these contributors to

Williams' current status as well as suggestions that will help to shape its future development.

Residents wish to preserve community character, cautiously undertaking progressive change to improve living quality. Accomplishing the Williams planning vision depends on balancing resources with needs among all of the General Plan Elements and related subject matter.

Seven basic components are addressed. They are: Land Use and Circulation as General Plan Elements; and five topics called for under Arizona's "Growing Smarter/Plus" planning laws -- (in order of Williams' citizen priority) Water Resources, Costs of Development, Growth Areas, Open Space, and Environmental Planning.

Each Element begins with a purpose statement that is followed by an assessment of existing conditions. Citizens' evaluations regarding future needs are summarized in a section that responds to the stated goals and objectives with recommended directions for action-oriented municipal policies.

Goals are provided as statements of fundamental aims for civic accomplishments through public and private actions. The Objectives which follow each goal act as specific steps toward achieving the planning goals -- including programs (such as street-widening) or performance standards (as accident reduction).

Together, the General Plan subject areas constitute a policy framework for community development. Goals and objectives are meant to be interpreted with flexibility, but their recommendations are intended to be pursued through the Implementation Program (Section IV).

1. LAND USE

The Land Use Element describes desired types of development for the City. Its goals and objectives emphasize community preferences for new and expanded utilization of the City's land resource.

a. Goal: Maintain a balanced mix of business, jobs and housing in designated areas.

Objectives: 1) support business diversity, shopping variety and hospitality industry attraction.

- 2) encourage light industry (e.g., forest products).
- 3) strive for a full range of housing options serving different income levels, household sizes and special needs population.

b. Goal: Revitalize Main Street Area.

Objectives: 1) define Main Street Area plans, guidelines and standards.

- 2) coordinate infrastructure improvements and maintenance.

c. Goal: Encourage affordable housing.

Objectives: 1) establish target locations for multi-family housing opportunities.

- 2) consider density bonuses for affordable infill or planned residential developments.

- 3) apply clustering designs and/or creative construction techniques to assist in reducing homebuilding costs.

2. CIRCULATION

Transportation enhancements in the Circulation Element stress the City's commitments to safety, accessibility and mobility for all persons.

a. Goal: Improve the community's internal traffic circulation.

Objectives: 1) implement phased improvements to the City street system.

- 2) establish convenient cross-town roadway patterns.

- 3) reroute heavy trucks away from the Main Street Area.

b. Goal: Maintain high standards for roadway engineering and streetscape design.

- Objectives: 1) enhance efficiency and appearance of all gateway entrances.
- 2) prioritize construction and maintenance according to defined criteria for the hierarchy of streets and trails.

c. *Goal: Develop pathway systems tied in to Forest Service trails.*

- Objectives: 1) Plan linkages for integrated, non-motorized transportation routes.
- 2) serve both the functions of internal trips alternatives (e.g., shopping, activity centers) and outdoor recreation.

3. "GROWING SMARTER/PLUS" ELEMENT GOALS

Growing Smarter/Plus responses raise additional, articulated aims for General Plan guidance. These goals are presented with accompanying objectives.

a. *Water Resources Goal: Develop a comprehensive water plan to include conservation and additional sources.*

- Objectives: 1) conserve and, everywhere possible, recycle water resources.
- 2) coordinate the availability of water with land use goals and objectives.
- 3) consider demand for water and its efficient use as a key factor in evaluating development proposals.
- 4) adopt measures to protect groundwater quality.

b. *Costs of Development Goal: Ensure that future growth pays its own way.*

- Objectives: 1) provide for "fair share" infrastructure contributions by developers -- in the form of fees or credits for system construction (e.g., oversized improvements).

- 2) assess cost-benefit prospects for major development proposals or requested annexations.
- 3) clarify public/private financial responsibilities through development agreements.

c. Growth Areas Goal: Appreciate and promote the City's importance as a hub for strategic future growth.

Objectives: 1) identify Growth Area locations in and near the City.

- 2) suggest type, intensity and timing of Growth areas development.
- 3) prioritize Main Street redevelopment.

d. Open Space Goal: Establish standards to ensure the continued spaciousness of the community and its surroundings.

Objectives: 1) incorporate open space requirements into ordinances.

- 2) maintain the integrity of the golf course and other recreation areas.
- 3) establish expectations and implementation strategies for neighborhood parks in master-planned or infill developments.
- 4) consider land exchanges, scenic easements and buffering techniques to retain picturesque, spacious character.

e. Environmental Planning Goal: Plan to mitigate negative impacts on the City's land, air and water resources.

Objectives: 1) cooperate with Coconino County, the Forest Service and other entities to prevent degradation of the area's forests, water courses and other natural assets.

- 2) evaluate development suitability and consider protective measures for habitat, wildlife corridors and natural vegetation.
- 3) promote reduction in forest overgrowth.

C. GENERAL PLAN PRINCIPLES

The City of Williams General Plan incorporates fundamental assumptions to guide planning policy. Some basic planning principles include:

Water resource management is key to community sustainability and growth.

First, adequate water supply must be assured for existing residences and businesses. New development should be authorized only upon showing that its demand for water can be met and will be utilized efficiently.

Sound economic development initiatives address business retention, housing and educational opportunities as well as job creation and municipal revenue generation.

The City strives for positive growth that maintains a skilled workforce, in turn, attracting jobs and increased household incomes. Affordable housing supports a strong local economy.

The City must promote its status as a Gateway Community.

Marketing for a larger share of tourism revenue entails a variety of factors: activities, events, shopping variety, community appearance, and friendly atmosphere.

Main Street image constitutes a significant civic asset.

The highly visible Williams heritage constitutes a focus of pride for local citizens as well as a quality of living attraction for visitors and future residents.

III. GENERAL PLAN ELEMENTS

Elements are the primary subject areas covered in General Plans. Comprehensive municipal planning considers many interrelated attributes that describe a community's physical make-up. A variety of land uses, including homes, businesses, utilities, schools,

parks and other public or private facilities, as well as transportation systems and natural resources, form the City and its greater planning area.

Williams, in fulfilling Arizona's "Growing Smarter/Plus" legislation for municipal planning, addresses the following Elements: Land Use and Circulation; and five new topics -- Water Resources, Costs of Development, Growth Areas, Open Space and Environmental Planning.

These seven basic components are organized in similar format. First, there is an introductory purpose statement. Then, an assessment of existing conditions; and, finally, sets of recommendations that respond to Goals and Objectives established by citizens during General Plan workshops.

Together, the Elements constitute a policy framework for sustaining and improving the City of Williams. These directions are further translated into proposed action steps in Section IV, General Plan Implementation Program.

A. LAND USE ELEMENT

Future land use in Williams is geared toward the City's economic development. Three major themes for growth are: 1) residential variety; 2) tourism expansion; and 3) job creation. The Element's overriding goal is to attain a balance among housing, commerce and employment. Selective additions to the community's development pattern are meant to improve living quality so that Williams becomes better, not just bigger. Desired quality growth includes master-planned developments, area-serving employment/industrial uses and context-sensitive commercial projects.

Generally, land use recommendations seek to encourage private investment resulting in improved real estate values, increased household incomes, and raising families in a small town atmosphere. This Element relating to all other, from Water Resources to Circulation, also outlines the roles played by the City and other public agencies in stewarding community resources.

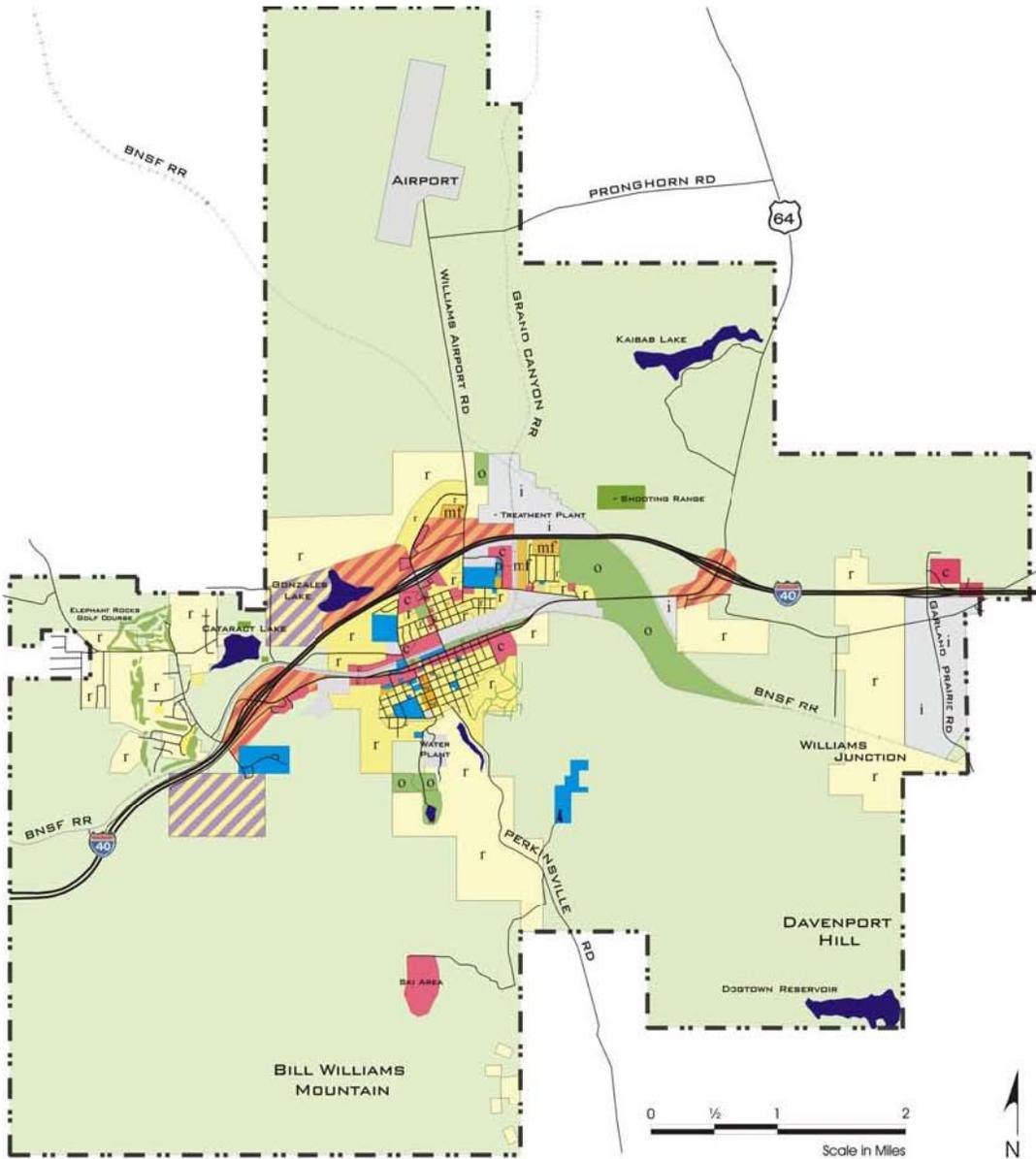
CURRENT LAND USE

Williams' municipal limits contain approximately forty-eight square miles of land within its boundaries. Land usage gives the City its character, designates areas for compatible uses, and creates the functionality crucial to the City's circulation and future. There are approximately 28,800 acres in the municipality reflecting a diverse variety of uses. Developed portions of the community span a spectrum of uses ranging from commercial

to recreational space. Current land use concentrates in a fairly compact area, the City's core; but the Element also addresses undeveloped land in and around the community.

The area's terrain has helped to mold the City's historical growth into its current form and will, to some extent, shape future development patterns. The mountainous topography, surrounding most of the City, demonstrates the rich natural environment in Williams. Approximately 25,600 acres of the Kaibab National Forest, roughly 89% of the City's total area, borders the City's core. The Kaibab Forest Supervisor's office is located within the City limits, south of the municipality's central neighborhoods. The large amount of National Forest land in the City creates a scenic backdrop for residents and visitors. About 3,200 acres, or eleven percent of the City, is currently urbanized.

Generalized land uses in the City are identified, but are not necessarily representations of current zoning. Rather, relationships of land devoted to certain activities -- commerce, housing, employment -- illustrate the predominant use but do not exclude supporting mixes of public and private ownership. The Land Use map is not a zoning map. It reflects the community's preference for new growth, while efficiently utilizing City resources. Identifying and defining current land uses supports, General Plan implementation and assists in improving circulation and Williams' economic development.



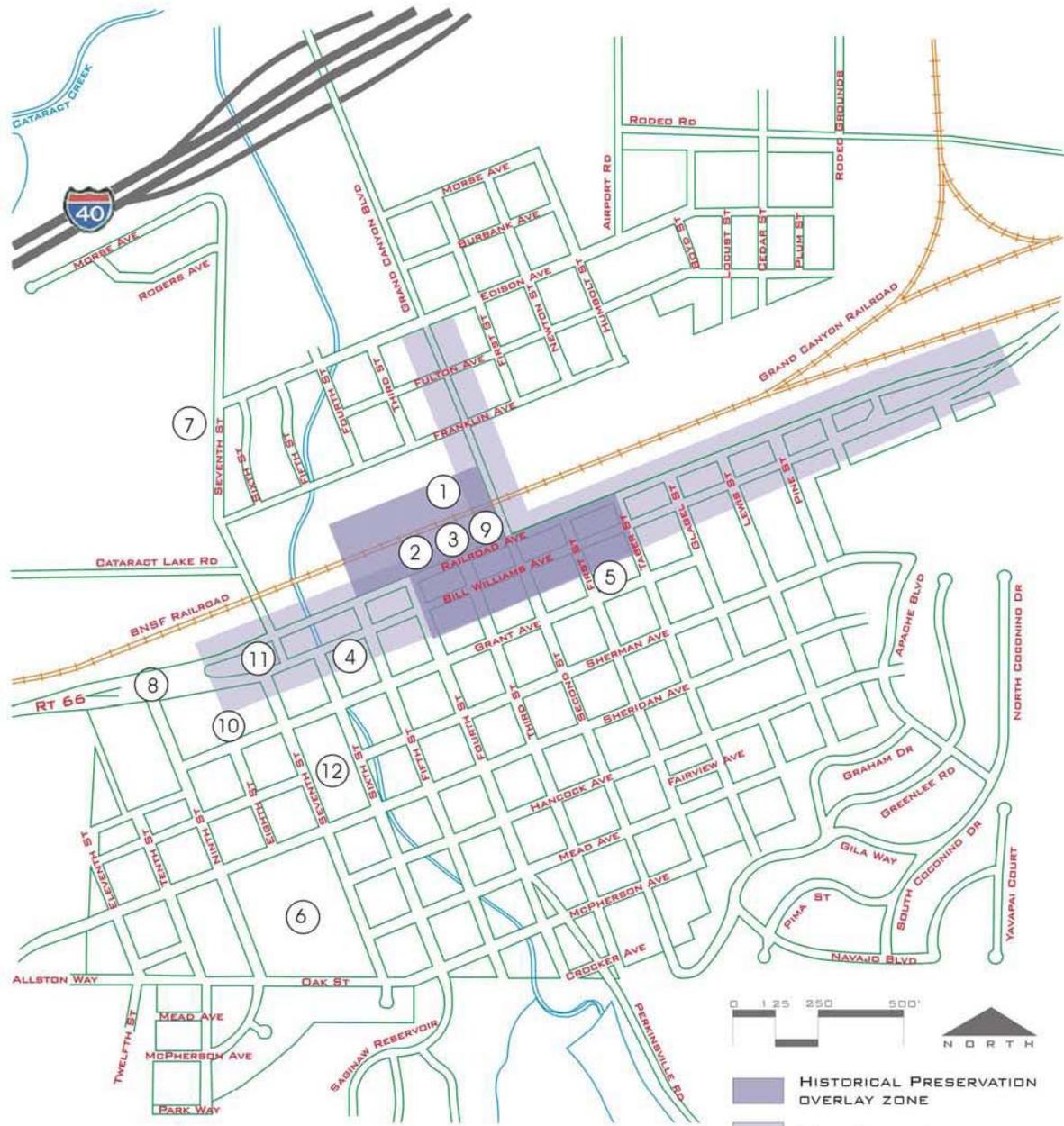
CURRENT LAND USE

- RESIDENTIAL (2 - 5 DU/AC)
- MULTI-FAMILY (6 - 15 DU/AC)
- COMMERCIAL
- PUBLIC / INSTITUTIONAL
- RECREATIONAL / OPEN SPACE
- INDUSTRIAL
- LAKES / RESERVOIRS
- NATIONAL FOREST LAND
- CITY LIMITS
- ROADS
- TRAILS
- RAILROAD

FUTURE LAND USE

- RURAL RESIDENTIAL (0 - 2 DU/AC)
- RESIDENTIAL (3 - 5 DU/AC)
- MULTI-FAMILY (6 - 15 DU/AC)
- COMMERCIAL
- PUBLIC / INSTITUTIONAL
- RECREATIONAL / OPEN SPACE
- INDUSTRIAL
- MIXED RESORT / RESIDENTIAL
- MIXED USE / COMMERCIAL

LAND USE PLAN CITY OF WILLIAMS



- | | | |
|------------------------|----------------------------------|-----------------------|
| ① GRAND CANYON RAILWAY | ⑤ CITY HALL | ⑨ CITY VISITOR CENTER |
| ② CITY POOL | ⑥ HIGH SCHOOL | ⑩ SENIOR CENTER |
| ③ CITY SKATE PARK | ⑦ ELEMENTARY/
MIDDLE SCHOOL | ⑪ ADOT BUILDING |
| ④ POLICE DEPARTMENT | ⑧ BILL WILLIAMS
MONUMENT PARK | ⑫ HEALTH CENTER |

MAIN STREET AREA

CITY OF WILLIAMS

URBANIZED AREA

Urbanized area uses, which includes the Main Street Area and nearby neighborhoods, range from commercial enterprises to various forms of residential and recreational uses. The several land uses present in the City have been grouped into the categories of residential, commercial, public, parks and recreation (See Open Space Element), employment, and vacant. Descriptions of these uses follow:

Residential

Residential uses comprise approximately 49 percent of urbanized Williams. In 2000, the City had 1,204 dwelling units. These are various densities of residential parcels that provide a range of lot sizes and housing types. The Main Street Area includes single-family homes and multi-family residences of widely varying types and ages, size and structural quality. Housing types range from well-kept bungalows and larger homes to poorly-maintained, outmoded cottages.

The residential area north of the railroad tracks consists of an assortment of uses ranging from single-family dwellings to multi-family units and RV parks. Approximately three percent of land use in Williams is designated for RV parks – all located in the northern portion of the Main Street Area. The area also contains about half of the City’s multi-family structures.

The area south of the railroad tracks is characterized by older, more historical neighborhoods. The City’s grid circulation pattern, instituted after the introduction of the railroad, is most evident here. Single-family homes are mixed with the remaining half of the multi-family dwellings, located among commercial and public uses.

Commercial

The majority of commercial use is located in the Main Street Area. The Main Street Area, located just south of the railroad tracks along the roads of Railroad Avenue and Route 66, is the heart of Williams. Local businesses have developed along the historical Route 66 (Business I-40), which runs down the center of Williams’ Central Business District. Originally, merchants located in this area to benefit from the railroad. The construction of Route 66, and the ever-increasing automobile traffic it brought, helped to lengthen the commercial area. Many motels were developed in the district, and many still remain. The Grand Canyon Railway Hotel is a major area feature. The Hotel has an 89-room expansion planned. The Main Street Area has kept its historic character through

the years despite a rerouting of Interstate 40. Residents have voiced the importance of preserving the aesthetics and vitality of the Central Business District.

Commercial uses comprise about one-fifth of the City's developed area. Small businesses are located throughout Williams, serving local and regional needs. Newer commercial enterprises are being established along Grand Canyon Boulevard. The boulevard bisects the City from north to south, and is the main gateway carrying traffic from Interstate 40 into the City of Williams. East and west gateways also provide vehicular access to the Main Street Area.

City commercial uses serve visitors and travelers as much as they do City residents. Most recently, established businesses are geared more towards hospitality uses, increasing the attractiveness of Williams as a tourist destination.

Public

Public uses comprise approximately seven percent of Williams' urbanized area. Williams residents have access to a full complement of public facilities and services: municipal, public safety, recreational, cultural and infrastructure support. Current public facilities include: City Hall, police and fire stations, schools, health care clinic, the municipal airport, National Forest Service facilities, rodeo grounds, the library, pool, golf course, parks and recreation services. Growth and expansion of the public school system is planned to proceed in conjunction with population growth in the City.

Williams public uses are essential to the community and to the tourists it attracts. The City has designated a Historic Preservation District at the center of the Main Street Area. The area lies in the Central Business District and contains the historic Grand Canyon Railway terminal. Williams residents have stressed the area's importance to the City's past and its future. Sensitively-located public uses can strengthen the District's viability and character.

Industrial / Employment

Industrial employment uses are components critical to the City's economic health and future. Approximately two percent of land use is now devoted to industrial uses ranging from the storage of farm equipment to the railroad and railroad support functions to the municipal airport. Railroad users include AMTRAK, Burlington Northern Santa Fe and the Grand Canyon Railway. The airport is planning to institute fixed-wing and helicopter passenger service with connecting flights to Flagstaff and Phoenix.

The area on the south side of Interstate 40 at the Garland Prairie interchange, east of State Route 64, has been identified as a potential center of employment for Williams. The center could emphasize low water use forest products industries. Facility appearance/screening would be a high priority in development efforts as the area's high visibility location could contribute substantially to travelers' initial impressions of the Williams area.

The expansion of existing, and the development of new, industrial employment opportunities will increase the vitality and stability of Williams' economy. The development of new industrial centers should be coordinated with the location and management of Growth Areas (See: III-E, pp. 37-42).

Vacant Areas

Vacant areas account for approximately 20 percent of the land within municipal boundaries. Vacant land can be one of the most important resources the City of Williams possesses. Development of vacant land in accord with General Plan principles and policies can foster the improvement and expansion of existing successful land uses, or allow for new uses that complement existing land uses. The consideration and adoption of appropriate incentives can assist infill development and the redevelopment of areas consistent with the expressed desires of Williams' residents.

LAND USE RECOMMENDATIONS

The Land Use Element describes desired types of development for the City. Its goals and objectives emphasize community preferences for new and expanded utilization of the City's land resources. Recommendations suggest policies or actions that will follow through on citizens' directions, (See: Land Use Goals/Objectives, pp. 10-11), regarding the unbalanced distribution of land use, infill development and affordable residential choice.

Recommendation 1: Provide a range of housing types and prices to satisfy the needs of Williams' residents.

In new developments, a range of prices should be encouraged to prevent geographic stratification of income groups. The move-up, starter and affordable housing market segments should be accommodated. Infill housing development should include creative single and multi-family solutions. Incentives (e.g., fee waivers, density bonuses) should be considered for targeted infill and redevelopment areas (e.g., Historic District). Lower-density, high quality, high-

end residential development, including custom and semi-custom, housing opportunities should be provided.

Recommendation 2: Develop community appearance and maintenance guidelines for all land use types. Stress consideration of, and integration with, natural areas/open space.

Since the natural environment is such an integral part of the character, sense and feel of Williams, it is important to maintain and enhance the quality of Williams' built environment. The crafting of sensitive, publicly-supported appearance and maintenance guidelines can ensure Williams to be a community that complements its natural setting.

Recommendation 3: Configure development to maintain the open and scenic Williams' environment. Preserve and improve connections to surrounding natural areas.

View-sheds and corridors should be defined and maintained to preserve scenic vistas for Williams' residents and visitors. Encourage larger, shared open spaces. Develop a City greenbelt network integrated with a pathway system serving pedestrians, bicyclists and runners that connects to adjacent Forest Service trails. Open space buffers should separate incompatible land uses.

Recommendation 4: Preserve the Main Street Area as the City's principal economic development tourism attraction.

Historic buildings, pedestrian convenience, shopping variety, food and entertainment establishments encourage infill use and reuse. Williams' community character is reflected in the Main Street experience.

Land use recommendations receive specific follow-through attention in Section IV, Implementation Program. A dozen or more Short-, Mid- and Longer-Term Actions pertain to this Element. (See: IV-B, Phased Actions, pp. 52-56)

B. CIRCULATION ELEMENT

The Circulation Element addresses the City's transportation modes, facilities and needs. It recognizes the importance of sound current and long-range transportation planning for the future of Williams. Accessibility and mobility improvements support the Plan's other Elements and their goals. Several forms of transportation have contributed to the prosperity of Williams in the past and continue to help provide tourist revenue to the City

today. The maintenance, improvement, and expansion of transportation to meet the needs for the City are key to long-term prosperity.

Efficient use of existing roadways, as well as traffic safety, are two principal circulation goals for the City. Convenience and aesthetic issues should be addressed in municipal street design in accordance with residents' expectations. Planned connections to the many surrounding National Forest roads are yet another priority for the City's future circulation planning. The development designated gateway corridors (See: Circulation Plan, p. 25), along I-40 on the City's eastside and Westside and along Grand Canyon Boulevard from I-40 to the Railroad Avenue/Route 66 couplet, will facilitate smooth traffic flow while enhancing Williams's aesthetic charm for tourists, visitors and residents.

An economically sound land use plan relies heavily on efficient access. Williams' circulation alternatives include multiple modes of transportation including automobile, railroad, aviation, bicycle and pedestrian.

EXISTING CONDITIONS

The local transportation system is primarily oriented to automobile circulation. An estimated ten percent of land area in the developed portions of the City is allocated to streets right-of-way. Roadway maintenance, with limited funding for repairs, is noted as a concern by local citizens.

The airport is underutilized, with significant potential for related light industrial development. Charter flights to the Grand Canyon, supplemented by a small local aviation demand, are the airport's current mainstays. Williams is the terminus for local train service that takes visitors on a scenic trip to the Grand Canyon. The restored railway, originally founded more than a century ago, is the City's highest drawing tourist attraction.

Surface Street Transportation

The Williams roadway network demonstrates the area's heavy reliance on vehicular transportation. The largest portion of daily trips by current residents in the City is by car. As with most other Arizona communities, the car instills a convenience and accessibility factor in the daily lives of Williams residents. As such, transportation design in the City has been built around the use of the automobile.

Street patterns in the City's core, south of Interstate 40, are modeled around a modified grid with orientation that parallels the railroad. Major north-south access for the Main

Street Area is on Grand Canyon Boulevard. Primary east-west circulation is through the heart of Downtown on the one-way street couplet of Railroad Avenue and Route 66 (Business 40, also known as Bill Williams Avenue). The community's pattern of development has grown out from the City's center along Historic Route 66. Cross-town and regional connections are constrained by the man-made boundary of Interstate 40 and the railroad to the north and the natural boundary of Bill Williams Mountain to the south.

Except for limitations on cross-town convenience, the grid system works well for Williams. Grand Canyon Boulevard (one of only two access points to the southern portion of the City) is the main corridor for vehicular movement from one of the City's four Interstate 40 interchanges, running directly to the heart of the Main Street Area. Because Grand Canyon Boulevard experiences highest traffic flow, it requires capacity safety and streetscape improvements. Residents have directed, generally, that traffic-calming and aesthetic enhancements are major aims for the Plan's Circulation Element. The largest major road that leads south out of town is Perkinsville Road/South Fourth Street. The road provides access to all areas south of the City including the ski area, National Forest recreational areas, and the Verde Valley.

Additional surface streets in the City's core area provide adequate accessibility to residential neighborhoods, but sidewalks are limited on most streets. Residents stress the need for regular maintenance of surface streets and beautification of existing roadways, noting that many public streets are not well maintained. This is attributable to a lack of adequate funding.

Interstate 40 Transportation

As mentioned, the City is served by four Interstate 40 interchanges. The Interstate acts as a high speed transportation spine delivering approximately 15,000 vehicles per day through the City's limits. City residents can easily get on or off the highway as a means of providing a quick east-west cross-City transportation route. ADOT designs and maintains I-40 in a manner adequate to the City's needs.

Bicycle, Pedestrian and Off-Road Transportation

Alternative transportation options for residents, such as bicycle and pedestrian paths, are limited in most areas of the City. Sidewalks are present in only portions of the City and many are in need of maintenance. Bicycle and pedestrian connections to surrounding Forest Service roads are limited and often difficult to access. Residents have identified

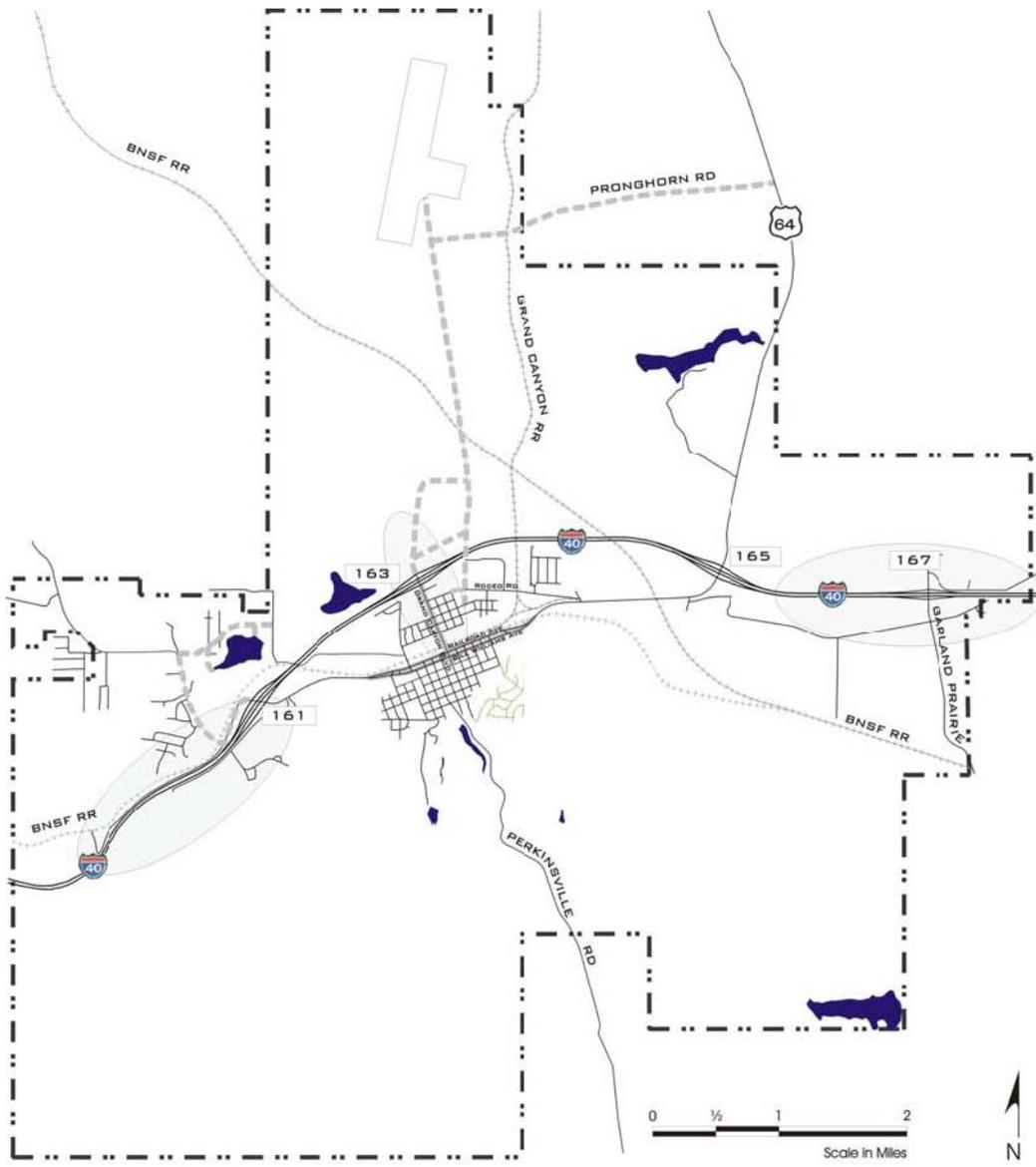
connections to the Forest Service roads as a priority to establish recreational trails for the City.

The Great Western Trail, which currently has over 650 miles of dedicated trail in Arizona alone, runs through a portion of the City. The trail is an ongoing project creating a multi-use trail that provides back-country access for users ranging from four-wheel-drive enthusiasts to mountain bikers and hikers. The trail, when complete, will stretch from Mexico north across five states to Canada.

Airport Facilities

The H. A. Clark Memorial Field Airport has been in operation since 1941 serving the residents of Williams and the surrounding area. The airport lies three miles north of downtown Williams. It accommodates approximately 80 flights per week on average. Access to the facilities by way of Airport Road leads indirectly to the City's core. Most flights in and out of the airport are transient general aviation flights with local general aviation flights accounting for only nine percent of runway use. The airport features two paved runways with unrestricted airspace surrounding the airport. The larger runway measures 75' by 6000' with working runway lights. The secondary runway is 42' by 4024' without runway lights and is not normally used.

The City of Williams provides airport management, an emergency landing area with associated fire and medical services, parking, a passenger terminal and lounge, and restroom services. Williams Air Adventure is the only fixed based operator at the airport and provides fuel, oxygen, charters, aircraft maintenance, and flight school/training among other services. Brice Aviation Services flies sightseeing tours as well as charter service out of the airport.



- ROADS
- INTERSTATE
- - - COLLECTOR IMPROVEMENTS
- CORRIDOR IMPROVEMENTS
- + + + RAILROAD
- · - · CITY LIMITS
- TRAILS
- INTERCHANGE MILEPOST
- GATEWAY CORRIDOR

CIRCULATION PLAN CITY OF WILLIAMS

Railroad Considerations

The Grand Canyon Railway line was completed from Williams to the South Rim of the Grand Canyon in 1901. Since that time, the railway has provided the city with a steady stream of tourists who seek a scenic trip to the Grand Canyon and back. The City derives much of its economic prosperity around the railway and its supporting hospitality functions. Three railroad crossing handle traffic in the developed parts of the City. They are generally well-maintained and cause little trouble for residents. Two crossings near the Main Street Area are on Grand Canyon Boulevard and Seventh Street. These crossing allow residents of the south-central portion of the City to access Interstate 40 and Williams' northern areas. The third local crossing of the rail lines is on Rodeo Road north of the Main Street Area.

Amtrak service is also available to the City. The railway now has dedicated trips, ranging from two- to six days, which can take passengers to the Grand Canyon in conjunction with the Grand Canyon Railway. The Southwest Chief, with daily service between Chicago and Los Angeles, stops at Williams Junction, east of Williams' Main Street Area.

CIRCULATION/TRANSPORTATION RECOMMENDATIONS

Proposed circulation improvements aim to create a balanced approach between the automobile, the most often-used form of transportation among citizens, and other forms of transportation that contribute positively to the goals that Williams residents have envisioned for their community. Transportation planning's principal goal is to enhance accessibility throughout the City, reducing congestion on residential streets and diverting heavy truck traffic to a new frontage road with highway commercial potential running north of, and roughly parallel to, I-40 between Grand Canyon Boulevard and Airport Road.

Primary funding for transportation needs will continue to be automobile responsive. However, an increase in the variety of transportation options may help to attract new business and residents as well as serving all citizens and visitors.

The Circulation Element is a functional adjunct to other Plan Elements. Growth Areas and Land Use, in particular, require transportation efficiency for their implementation. (See: Growth Areas and Land Use Elements).

Recommendation 1: Maintain quality standards for roadway engineering and streetscape design.

Surface street improvements and maintenance (second only to secure water supply) are top priority for the City. Increased visitor appeal, resident safety and convenience are served by the City's investment in this area. The City's gateways, the highest use roads, should receive first attention for circulation and aesthetics improvements. Major improvements to Grand Canyon Boulevard are scheduled for 2003. Coordination with the City's Main Street Program to improve the character and accessibility of downtown businesses for visitors serves economic development objectives. Streetscape designs with pedestrian convenience in mind encourage people to get out of their cars and enjoy the community.

Recommendation 2: Develop and implement a street improvement and maintenance plan based on the City's needs.

A hierarchy of street maintenance, widening, improvement and construction should be set so as to match with land-development and resident needs. Coordination of providers among numerous agencies and jurisdiction (including the Federal Highway Administration, ADOT, the County Highway Department and the City's affected departments from public safety to public works) should be mandated in order to create a wise use of limited funds that are available for transportation improvements. Private developer/landowner participation and the institution of development impact fees are expected to improve streets, sidewalks, pathways and other facilities in proportion with traffic demand generated by their sites' estimated vehicular trip generation.

Coordination with ADOT and the Federal Highway Administration should be employed to maintain and improve State Highways and the portions of Interstate 40 within City limits. Overpasses, entry and exit points should be well-maintained to eliminate traffic hazards for residents and visitors.

Recommendation 3: Develop a plan to reroute heavy I-40 truck traffic away from the Main Street Area.

Rerouting of heavy truck traffic away from the Main Street Area may be accomplished by designating and maintaining a truck by-pass route and enforcing weight restrictions on other local roads. Diverting heavy truck traffic to Interstate

40 whenever possible will allow for a more pedestrian-friendly downtown area, increasing safety for patrons of the Main Street Area.

Recommendation 4: Develop a circulation system that integrates Forest Service trails. Promote use of the Great Western Trail for residents and visitors, alike.

Pathway links to surrounding Forest Service trails are supported to allow for pedestrian trips by City residents in town as well as a direct route for First recreation enjoyment. Tourist attraction promotion is encouraged to increase the use of local trails. The pathway system plan should allow for easy access, affording increased directional signage for users' convenience and safety. The Great Western Trail has close connections to the City. Resident recreation and tourist revenue are two positives to a plan that would connect the Great Western Trail to local pathways and trails.

Recommendation 5: Develop airport expansion plan, with increased charter services, to boost tourist revenues.

Airport improvements may be cost-beneficial in terms both of tourist revenues and attraction of aviation enthusiast residents. Planned facility improvements include aviation education or youth vocational training program in aircraft maintenance, repair and operations. Increased charter and scenic trip service, supported by the airport, would allow for increased tourism diversification. Scheduled improvements and continued maintenance of the airport will allow for future accommodation of the City's passenger and freight air transit needs.

Taken together, Circulation Element suggestions relate to nearly a dozen, Phased Action steps in the Implementation Program. (See Part IV, pp. 52-55.)

C. WATER RESOURCES ELEMENT

As with most communities in Arizona, access to a stable water supply is critical to the sustainability of the City of Williams. Maintenance of the existing City and the accommodation of growth cannot occur without sufficient water resources. Protracted drought has necessitated extraordinary resource planning and supply management actions.

Drought conditions mandated tactical planning preparation by the City to ensure adequate municipal water supply. In the year 1999 the City, for the first time in its history, drilled for access to groundwater in an attempt to secure additional water for the community.

Even with the introduction of wells to the water supply system, reservoir recharge is still primarily dependant upon a significant amount of snowfall in the surrounding mountains over the winter. The reality of limited water resources has a profound impact on future land uses and economic growth for the City of Williams and surrounding County areas.

EXISTING WATER RESOURCES

The City of Williams has designated water as its most important issue. Water and wastewater improvements constitute the City's number one capital investment priority. Prior to 2000, the City was supplied with surface water alone. The City’s system of five reservoir lakes is dependent upon spring runoff from the winter snow pack for recharge. Water storage capacity in the five City reservoir lakes – City, Cataract, Dogtown, Kaibab, and Santa Fe – is 893 million gallons. To recharge these lakes completely, a snow pack of approximately four feet at the beginning of spring run-off is required. When full, the City reservoirs contain enough water to support the residents of Williams for two to three years without any additional, significant snowfall.

Relying on surface water is recognized by the City Water Department as an area of concern. During the General Plan process actual storage in the City reservoirs dipped to less than six percent of capacity, clearly demonstrating the fluctuation of water resources in the Williams area.

With limited snowfall during the winter months over the past few years, wells have been drilled as deep as 3,600 feet in an attempt to secure a more stable water supply both to satisfy the community's daily demand for water and to provide for reservoir recharge. Well water represents somewhat less than half of the City's current average daily usage. Existing wells are:

Well Name:	Santa Fe Well	Dogtown Well #1	Rodeo Grounds Well
Gallons per Day (approximate)	25,000	300,000	280,000
Gallons per Minute Produced:	40	235	230
Number of Hours Pumped per Day:	12	24	24

The water from the wells is mixed with lake water and is sent to the City’s treatment plant. The plant, originally constructed in 1940, has been expanded over the years to

treat one million gallons per day, with a peak capacity of 1.5 million gallons if needed. The Water Department maintains storage of three million gallons of treated water for emergency usage, which is enough to supply customers for about three days.

The City serves a population of 3,000 plus visitors in the City of Williams and many other persons outside the municipal limits in the surrounding areas of unincorporated Coconino County. The City also sells water to water hauling operators. Municipal customers in the City of Williams, on average, only require 135 gallons per person, per day, which is considerably less than the typical amount of 180-210 gallons/person/day used in other communities in Arizona. Growth in unincorporated County areas historically supplied by Williams may, in the longer term, require reconsideration of water service policies pertaining to non-City water users.

The relatively low demand results from citizens' understanding of the practical limitations on the City's water supply as well as the City's conservation program. More needs to be done. In order to accommodate future growth, there must be emphasis on stronger measures to reduce consumption. Many residents have installed (or show an interest in acquiring) gray-water systems to provide irrigation for lawns and garden landscaping – utilizing water from sinks and clothes washing machines. To support a public desire to conserve water, the City has initiated a water conservation ordinance, new construction regulations mandating low water use fixtures, and offers cash incentives to retrofit existing homes with water saving toilets, shower heads, and other features. In addition to improving water stewardship in the community, there is heightening concern about supporting development outside the City Limits.

Wastewater Treatment

The wastewater facilities for the City of Williams consist of a treatment plant that processes 540,000 gallons per day and a sewage collection system that services the City's core area. Built in 1971, the treatment plant has been expanded to now treat over a half million gallons per day of wastewater. As part of an ongoing improvement of wastewater infrastructure, the City has replaced approximately 60% of the original sewer lines with 8 to 10 inch PVC mains. Major upgrades/renovation are proposed for 2006/2007.

After treatment, the effluent is utilized to irrigate the 18-hole Elephant Rocks Golf Course. During the winter months, the effluent is discharged into the Cataract Creek waterway under a permit issued by the Arizona Department of Environmental Quality.

The City has plans to construct storage basins with capacity to hold up to 11 million gallons of treated wastewater generated during the winter months to serve two purposes: 1) reduce or eliminate discharges into Cataract Creek in the winter months; 2) to store enough water for total irrigation of the golf course during the summer months. Currently the City has enough capacity to service the wastewater removal needs for connected customers; however, growth and the increasing requirements of governmental agencies will require upgrading the treatment plant in the next three years.

WATER RESOURCES RECOMMENDATIONS

Water is a key determinant for the future of Williams. To accommodate current users and to provide for the future growth designated in the General Plan, the following recommendations are made:

Recommendation 1: Continue, expand upon and emphasize existing conservation methods. Combine further reductions in local demand for water with recycling to stretch the supply and minimize the need for costly capital improvements.

The City should continue to encourage its water consumers to maintain low levels of water usage per capita. Current City methods, including the water conservation ordinance, the retrofitting program, and the ongoing education of water customers are a start in the right direction. These programs should be expanded with aggressive incentives, such as restructured rates to reward conservation. The goal should be to improve current usage levels. Additionally, the City should mandate the installation of gray-water systems for irrigation and low-use fixtures in new construction. Land use decisions, too, should take into account and, as a general rule, discourage high water consumption businesses or uses where recycled water is not suitable as a water source.

Recommendation 2: Expand the community's water supply through consideration of all feasible resource alternatives.

The City should continue exploring water resource options such as additional wells, expanded storage and the possibility of a pipeline or other delivery method to secure water for future needs. Another step to maximize the available water is to limit seepage losses at the reservoirs, which can be accomplished by lining the City reservoirs.

Recommendation 3: Protect the water supply from contamination. Preventive and remediation measures are advisable to minimize degradation of groundwater and reduce the necessity for costly blending and/or treatment.

Ordinances to protect wellhead locations, both existing well sites as well as identified future wellheads, should be enacted to ensure that these locations are maintained free of potential hazard. The watersheds leading into City reservoirs should be kept free of uses that would introduce pollution into the watershed and, eventually, into the reservoirs. The City should ensure that leaking underground pollution sources are found and, once identified, are cleaned up and monitored to ensure the quality of the groundwater.

Recommendation 4: Develop a comprehensive water plan. Recent years' action and data collection constitutes a sound basis for developing a long-range Water Resources Master Plan.

Working within the framework of the above recommendations, the City should develop a long-term water plan that addresses water conservation methods, water acquisition methods, and water distribution/treatment methods, with a focus on the next twenty years. The plan should clearly identify current and likely future sources of water, planned infrastructure improvements and funding sources to meet community water system needs. Budgeting for necessary future improvements should be done to ensure that funds will be available to complete infrastructure additions, modifications, or replacements as new demand thresholds occur. System maintenance, improvement and expansion should be facilitated by development impact fees.

Water Resources represent the key building blocks for the City's future. At least six of the more critical Implementation Program actions respond directly to Water Resource needs. Specific projects would be expected to be among Williams' highest priority – and highest cost – capital improvement commitments. These expenditures are made with good reason: for the health, safety and progressive growth of the Williams community.

D. COST OF DEVELOPMENT ELEMENT

The Cost of Development Element intends to assure adequate, economically feasible public services to City residents and businesses. To realize the goals and objectives of the other elements of the General Plan, the maintenance, improvement, and expansion of municipal systems needs to be adequately addressed. Discussions with residents

developed a common theme: future growth must “pay its own way”. With the City facing needed maintenance, replacement, and expansion on a wide range of existing infrastructures, additional burdens on the municipal budget need to be minimized.

INFRASTRUCTURE CONSIDERATIONS

The Growth Areas Element identifies several areas that would be preferred for future expansion of the City. With the exception of infill development in the already built-up central city area, these expansion areas will require the extension of public services such as water pipes and roadways. The issue for the community is to develop a method of encouraging growth while ensuring a fair balance between the public’s funding of new infrastructure systems and the developer’s end cost to have these systems built for a specific project.

Although new growth does generate tax revenue for the City (property, sales taxes, revenue , and the like,) the construction costs for building and maintaining water, sewer, road, and other public systems often exceeds this increased revenue. For example, recent experiences for the City of Williams find that the following approximate costs for the installation of public services:

<u>Major Roadway</u>	<u>10” Water Main</u>	<u>10” Sewer Main</u>
\$400 per foot	\$40 per linear foot	\$45 per linear foot
\$1.6 million per mile	\$211,000 per mile	\$237,600 per mile

These initial expenditures will, over time, be repaid by the taxes and revenue collected over the years after installation. However, financing the initial expenditure is a burden on the City budget today, while the benefits are not noticed for many years, if at all.

To ensure that the residents of the community are not unfairly subsidizing expansion in public services, the City of Williams currently utilizes a system of connection fees to recapture some expenses from new development. For example, when a new water system connection is made to an existing water main, the City charges a fee to compensate the citizens for the capital utilized in the construction of the pipe. This is a good method to recapture some of the expense of the initial installation. However, without assurances regarding development timing, the City must wait until a connection is made in order to collect any money. This may take an extended period of time, which does not lend itself to accurate budget forecasting.

Another method requires that developers in new areas install “oversized” improvements with a payback system to ensure that the additional growth on the surrounding lands can be supported by available infrastructure. With this system, a developer in an un-served area can install facilities to the site that will be able to support future development in the adjacent area. To compensate the developer for this added expense, the City collects a fee from landowners that wish to connect at a later date, acting as a pass-through for reimbursement to the original developer. As with connection fees, there is a delay between the installation of a pipeline and the collection of revenue, however, the City does not have to pay for any installation using this tool.

In order to pay for service additions and improvements, many municipalities have enacted development impact fees and also utilized sewer and water development districts. An impact fee system may, however, have drawbacks. If the City is attempting to attract new growth, impact fees may discourage developers from proceeding with desired economic development projects. Fees raise the purchase price of the structure, which may make it more difficult to sell. This, in turn, may drive away developers, particularly where market demand (i.e., housing) is not very great. Of course, impact fees can also be used to slow or discourage growth by making construction more expensive.

COST OF DEVELOPMENT RECOMMENDATIONS

To achieve the goal of requiring that future development “pay its own way”, the City of Williams needs to ensure that a balance is maintained between public and private financing of infrastructure improvements. To achieve this balance, the following recommendations are made:

Recommendation 1: Continue to pass along as much expense as is reasonable to the developer or ultimate user of new projects that add additional costs to the City.

The City should continue to use connection fees to recapture some of the expenses of the installation and maintenance of infrastructure systems. The use of payback mechanisms to encourage the expansion of infrastructure with less municipal expenditure should be strongly encouraged. Additional service fees, such as a park or school charge, should be evaluated for appropriateness to current market conditions in Williams. All fees and charges should be evaluated on a regular basis (yearly) to ensure that the financial exaction is in balance with the cost to the citizens of Williams and is also in line with the growth objectives of the City.

Recommendation 2: Utilize cost-benefit analysis for new project proposals.

To maintain the financial well-being of Williams, the City should develop systems of evaluation for future development proposals that determine the costs and benefits to the community as a whole. Based on this assessment, the City can then properly determine what modifications, if any, should be done to increase the benefit of the project to area residents. Some objectives may be attained without requiring municipal funds: ordinance provisions requiring open space or a park in a master planned area or the addition of extra street lamps on the proposed roadways. By determining the benefits as well as cost to the community, the balance between developer and taxpayer contributions can be maintained.

Recommendation 3: Encourage development in already-serviced areas.

With a previously developed City center, Williams should encourage maximum use of existing infrastructure as well as the development of nearby parcels. The costs to add additional customers to the systems in these already serviced areas is minimal and would most benefit the community. Identified Growth Areas (See: Growth Areas Element) should be developed from the center out, so that infrastructure is nearby to reduce costs to both the developer and the City.

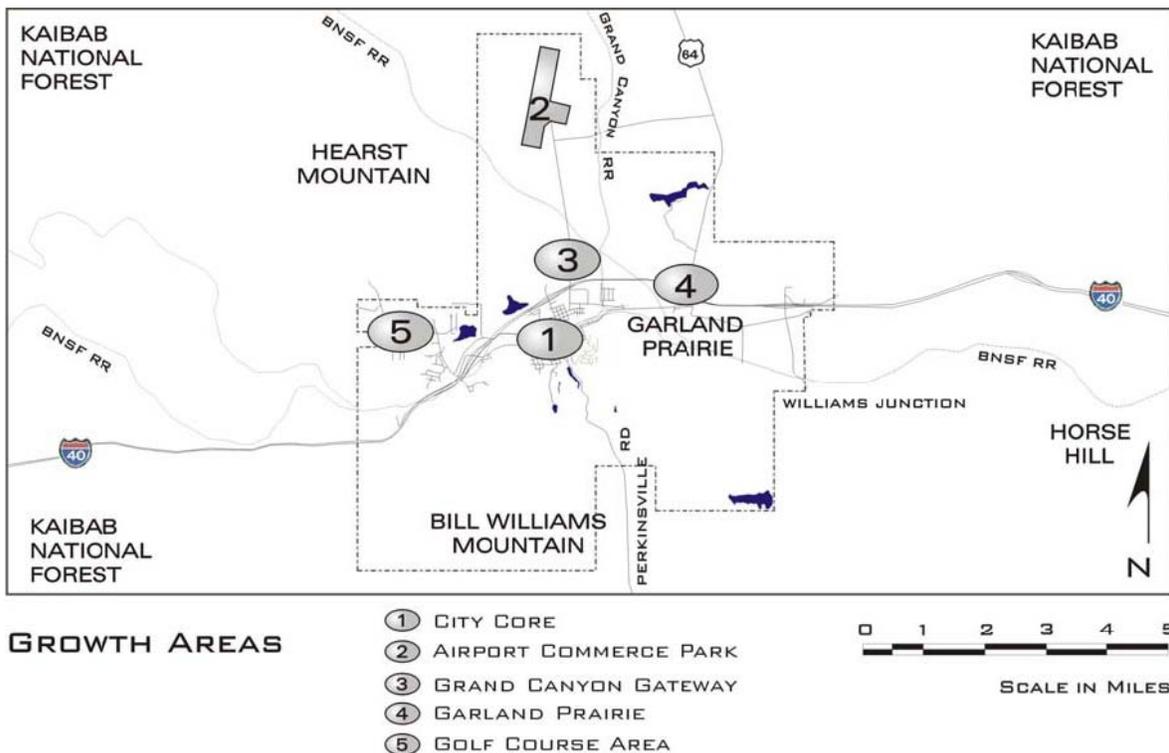
E. GROWTH AREAS ELEMENT

The City of Williams holds a substantial inventory of developable land. Scenic views, desirable weather conditions and a small-town atmosphere are City features having the potential of attracting many people to Williams, fostering positive new growth. Certain locations in the City higher potential for supporting future, more cost-effective growth by reason of proximity current municipal services, infrastructure and amenities. Other areas, even those on Williams' perimeter, offer growth possibilities -- particularly in promoting employment opportunities and, economies of scale can be achieved, master-planned residential communities.

Growth Area recommendations are derived from conclusions regarding future land use (See: Land Use Element). Efforts to stimulate growth not only respond to local needs (such as housing variety and economic development progress); but, also, create a positive image that the community is on the rise. Development of vacant lands around the City as well as redevelopment and adaptation of underutilized properties in the City's Main Street Area are essential to the revitalization of Williams. The Bill Williams Ski Area is expected to become a significant generator of growth and development.

DESIGNATED GROWTH AREAS

Selected areas of the City are more conducive to new growth, due to several factors ranging from e compatibility to available infrastructure. Growth in the City is not restricted to the areas described below, but is most likely to occur there because of built-in advantages such as existing development demand, excellent accessibility and/or willing landowners. The development of these areas would be the most beneficial to the long-term goals of citizens and economic prosperity.



Main Street Area

The Main Street Area of Williams (see page 17) offers varied growth opportunities. The City’s small-town, historic attributes and charm are focused in, and emanate from, this area. Opportunities for infill on vacant lots or revitalization of existing houses and commercial buildings are plentiful within a two block wide corridor running the length of Railroad Avenue and Route 66, the heart of Downtown Williams.

Infrastructure components including water, electric utilities, sewer, sidewalks, curbs and gutters are most developed in the Main Street area. Amenities such as the local health care center, governmental services, as well as recreation and retail services, are

concentrated in the area. The Grand Canyon Railway, one of the City's largest employers, has its terminal downtown. Tourist-serving businesses, accounting for 75% of local employment, are clustered in the core.

Williams residents, questioned in a recent survey, stated that Downtown revitalization and the growth of local businesses in and around the area are major goals. It was agreed that continuing efforts to improve the commercial core are crucial in bringing tourists to the City and promoting economic growth.

Infill, including new single-family and multi-family housing units as well as commercial uses (with an emphasis on tourism-based services and amenities), would increase the appeal of the area to visitors and potential residents. Promotion of the Bill Williams Mountain Ski Area and the use of the Main Street Area as a stepping-stone to this major recreational attraction would increase and diversify hospitality industry activity that is now largely dependant on the Grand Canyon Railway.

Implementation of strategies including infill, street beautification and the promotion of City events and attractions can foster redevelopment in the City center. Since a revitalized Downtown can provide the base for incremental improvements radiating out to all parts of Williams, efforts in this area should receive the highest priority.

Airport Commerce Park

H.A. Clark Memorial Field Airport is another area that has great promise as a growth node. The airport vicinity is currently zoned for industrial use, which could engender many types of development ranging from warehousing activities to component assembly, fabrication of compact goods appropriate for air freight transfer to heavier manufacturing uses. Current activity in the area is limited to a few small airplane hangars and support functions for the airport. Sites around the airport are very conducive to development – relatively flat and clear of heavy vegetation. Industrial uses at a scale sufficient to justify infrastructure investment would produce more jobs for the community and would allow for a more diverse employment base (e.g., expansion of forest products industries). The realization of the youth aviation education program at the airport can bolster the commerce park's economic viability.

In recent years, a developer has contemplated the possibility of designing a fly-in subdivision (with year round or vacation homes) in the area around the airport. Water resource constraints have limited the development's feasibility early on; however, a

combination of local employment and residential uses could justify the construction of homes in the area.

Grand Canyon Gateway

A recent Williams Chamber of Commerce and City of Williams survey of local residents, by Thomas, Warren + Associates, LLC, found that the City might not be utilizing its location as a gateway to the Grand Canyon to its full potential. Traffic along Interstate 40 ranges from 14,000 to 15,000 cars per day. (Refer to the Circulation Element for further detail.) Further, traffic along State Route 64, one of the two major highways that connect the south rim of the Grand Canyon to Interstate 40, carries approximately 3,000 vehicles per day. The low level of taxable sales by local business indicates that the City is not fully capturing its share of revenues generated by visitors to the Grand Canyon. Way-finding signage to the Main Street area would be a short term goal.

New business growth along I-40 with immediate access to State Route 64 interchange would bring increased retail sales tax revenue to the City. The area is currently undeveloped. The City must be careful, however, in allowing development in the area. The potential for increased tourist revenue is high in the gateway area, but could generate unintended consequences of competition with the City's Main Street area, which currently depends almost exclusively on tourist revenue. Careful planning for the area, probably focused on limited, highway traveler services, is key to positive Gateway growth, without contributing to a decline in existing City businesses.

It is important for the area not to become a garish tourist trap. Design guidelines that promote quality construction that plays off of Williams' historical past should be used. Environmental considerations may also be blended in to design guidelines to ensure design that allows for increased revenue, but maintains an attractive, rustic appearance that Williams' residents prefer.

Garland Prairie

The Garland Prairie is seen as an employment prospect for the City. The area provides, east of Williams' City limits, enjoys easy access to I-40 and other local roads. Forest related industries (especially small diameter tree products) warehousing and light industrial manufacturing would be likely types of industry. Current infrastructure limitations could constrain intensified development in the area; however, the City may accommodate growth in the area to boost employment opportunities for residents. Excellent transportation makes this site, also, a likely candidate for forest products

processing – especially if industrial water requirements can be met in part through recycling.

Golf Course Area

An increase in housing development proximate to the municipal golf course would respond to the need for diversified housing opportunities beyond those available near the City's core. The golf course area is scenic, surrounded on three sides by beautiful views of nearby hills. The area carries a low-density residential zoning designation, which tends to promote large-lot residences, second seasonal homes; but could also accommodate clustered town-homes and condominiums.

The golf course area is a logical and natural location for planned developments of homes geared to active retirees and vacationers. Access to the Kaibab National Forest is less than a quarter-mile away along Forest Roads 124 or 15. The variety of popular recreational activities ranges from off-road vehicles to mountain bikes and hiking. These activities should be promoted as a means of attracting quality residential construction. Master-planned growth of quality residential development, with small areas of neighborhood-serving commercial, is likely in this area.

GROWTH AREA RECOMMENDATIONS

This Element emphasizes locations for growth accommodation. Developer initiative of projects at a marketable, economical scale will determine which of these identified notes – or other sites – gain priority attention. Availability of and/or investment in adequate infrastructure affords growth guidance in location, timing and intensity.

Recommendation 1: Evaluate order-of-magnitude infrastructure costs and suggest timing of Growth Area development.

The attraction and timing of private investment will ultimately establish the priority for Growth Areas. The City, however, may consider providing incentives for expedited target area development/redevelopment, (e.g. Downtown, Airport Commerce Park), where generating new revenue could provide positive cost-benefits. The promotion of tourism, job creation and resulting revenues are key to the continued growth of Williams, in accord with residents' preferences.

Water availability considerations (See: Water Resources Element) play a large role in development planning. Therefore, mechanisms designed to ensure good

stewardship of existing and future water supplies should be instituted Citywide, with a particular emphasis on Growth Areas.

Recommendation 2: Develop new housing strategies in Growth Areas that accommodate the needs of all City citizens. Variety in housing choice and affordability for local residents are especially critical for retaining Williams' high standards of livability.

Provision should be made for a range of shelter opportunities available to all demographic segments of Williams, including starter, affordable, and move-up housing markets. Ideally, housing starts should be distributed geographically in the planning area.

In making assessments of areas that may be annexed, utilization of cost/benefit analysis and recognized growth management principles should be employed. Annexed areas should cover the cost of providing municipal services within five years of the commencement of development that spurred the area's annexation.

Recommendation 3: Develop and implement a Downtown development strategy that promotes the Main Street Area importance and encourages future growth to utilize existing, in-place infrastructure and amenities.

Redevelopment of Downtown as the physical and social center of Williams should be a top priority of the City. Working closely with the Williams Chamber of Commerce and the City's Main Street program representatives, coordinated planning – with sensitivity to the Downtown's historic image – can foster economic development/redevelopment in the City's core.

As important as redevelopment of existing commercial properties is, new construction must be encouraged. Incentive programs for new and current business owners will increase investment in the Main Street Area. Also, infill housing, particularly multi-family, in and near Downtown will increase the area's vitality.

Future growth in Williams should be accompanied by careful consideration of how and to what extent all Plan Elements are related in order to foster the balanced, quality growth desired by residents.

F. OPEN SPACE ELEMENT

Residents in Williams enjoy a quality of life based, in large part, on open spaces. The recreation areas surrounding the City are an important attribute of the local economy. Although there is more attraction to Williams than its recreational aspect, its forested location with mountain views creates a good part of the character that appeals to residents and visitors, alike. Cataract Basin to its north, sheltered by Bill Williams Mountain to the south, and served by the transcontinental railway, established the City as the “Gateway to the Grand Canyon®.”

Recreation is an important part of any city or town, big or small. This element is especially important for a city located in a rural area. Open space and recreational areas exist in and near Williams providing a rich variety of outdoor enjoyment opportunities, including hunting and fishing. The Kaibab National Forest, scenic vistas, trail-ways, specialized parks and multi-purpose recreational venues contribute to the City's open space assets.

EXISTING OPEN SPACE ASSETS

Parks in Williams, such as Buckskinners Park, often fulfill two roles. The obvious one is as a recreation area for the City, and the second is that of a trailhead. The parks can incorporate trails that lead into the Kaibab National Forest. These nature routes serve to interweave the various open spaces and parks in the area. The trails also serve as paths to the enjoyment of the National Forest, and are the transitional components in Williams' recreational array.

There are approximately 31 acres of developed parks in the City. They range from a quarter acre park for toddlers to 5+ acre parks. Each park offers different types of recreational uses. Picnic ramadas, baseball fields, game slabs, and swimming are some of the activities that these parks contribute to the quality of life.

Cureton Park and Clayton Johnson Ball Field, located on Grand Canyon Boulevard and Edison, is considered a ballpark. The park is multi-purpose, but it has the dimensions, amenities, and ancillary functions necessary for baseball use. It is 5.8 acres in size and has little league baseball, basketball courts, jam zones for kids, and a play area.

Buckskinner Park, located on Sixth Street adjacent to the City reservoir, contains 25 acres of land for recreation. Approximately 5.5 acres of the park are in the City, the remaining acreage is part of the Kaibab Forest. It has three picnic ramadas, game slabs for

basketball, and volleyball areas. An eight-day cowboy round-up is an annual event held at the park, and is an example of the wide range of events available in the area.

EXISTING SPECIALIZED FACILITIES

Three recreational areas are located near each other in the City's Main Street Area on Railroad Avenue. These three facilities serve the needs of Williams' youth. The Youth Recreation Center, Skate Park, and the Aquatic Center all focus on having a place for young people to get together and spend quality time having fun. The Youth Recreation Center is a 60' x 80' building containing billiard and ping-pong tables. The Aquatic Center is a 100' x 100' structure containing a heated, 75-foot, L-shaped swimming pool. The Skate Park is a 60' x 100' facility with wooden railings and concrete floors that creates a comfortable skating environment.

The Rodeo Grounds serve the City and Williams' neighbors. It has a barn and rodeo arena. The grounds are also rented for carnivals, car rallies, dog shows, and many other events. The rodeo grounds are located on the corner of Airport Road and Rodeo Road. This facility serves to bring the community together for major events and generates revenue that contributes to Williams' economy. The grounds reinforce the western historical character of Williams as a City focused on outdoor recreation.

Another important recreational spot in Williams is the eighteen-hole Municipal Golf Course. The golf course and its pro-shop are maintained by the City. It is available for play by tourists as well as by Williams' residents, particularly those who have built homes in the surrounding residential neighborhood.

There are also several facilities located near the City of Williams that attract visitors to the City. Some of the regional recreation areas are seasonal and some are visited year-round. These regional facilities include: the downhill ski area on Bill Williams Mountain, Cataract Lake, Kaibab Lake, Dogtown Lake and Whitehorse Lake Recreational Areas. Local hotels and restaurants benefit from the proximity of these recreational areas.

Kaibab National Forest

Within Williams' municipal limits, there are 25,600 acres of the Kaibab National Forest. This area of mountainous terrain forms the City's scenic southern backdrop, with trailhead and Forest Road access for many outdoor activities. These include hiking, fishing, swimming, horseback riding, skiing, ATV use, camping, and boating. The

Kaibab National Forest is a major outdoor asset close to the City of Williams and provides many recreational opportunities.

OPEN SPACE RECOMMENDATIONS

Open Space is an important contributor to the sense and feel of Williams so prized by residents and visitors. Improving the connections between area open spaces and the City encourages outdoor recreational activities and integrates natural and developed areas. The realization of goals from other Plan Elements can be hastened through the proper amount and configuration of open space, recreational areas and trailheads.

Recommendation 1: Expand the trail system and integrate it with City pedestrian path network.

Locate and develop National Forest trail connections to the City. Provide adequate trailhead pathway extensions to provide effective, attractive transition from City areas into the Forest. Construct pedestrian rest areas and scenic focal points that encourage hikers to enjoy surrounding vistas. Trail/pathway tie-ins connect parks to the National Forest, providing a safe, enjoyable and convenient network integrating nature and the City.

Recommendation 2: Create regulations that protect existing parks and recreational areas, as well as encouraging common open space, pathway linkages and related amenities in future master-planned developments.

The development and implementation of open space regulations assists in acquiring, protecting and maintaining public open space. Delineating clear expectations and strategies for the placement of neighborhood parks in master-planned or infill developments will help the development community contribute to achieving open space goals. Create incentives for developments that use innovative buffering techniques that add to the spacious feel of Williams.

Recommendation 3: Provide appearance, maintenance and improvement guidelines for City parks and open space.

Develop mechanisms for the scheduling and funding of park and open space maintenance/improvement. Encourage citizens and community groups to maintain park and open space areas. Create a “Sponsor a Park” program for local businesses to provide opportunities for merchants to get involved with park upkeep. As more citizens participate in the maintenance and improvement of local

parks and open space areas, they will develop increased pride in their neighborhoods and City. For instance, a linear park along Cataract Creek could provide a hiking/biking trail connection through town from Buckskinner to Cureton parks.

Williams' past, present and future are closely associated with open spaces, their conservation and protection. Coordination between the City and the US Forest Service can ensure that the amount and quality of open spaces, and associated recreational activities, preserves and enhances the City's outdoor heritage.

The General Plan Implementation Program for Williams contains seven specific action Steps, in the Short-, Mid- and Long-Term Phases that apply directly to the Open Space Element (See IV., Phased Actions, pp. 52-55).

G. ENVIRONMENTAL PLANNING ELEMENT

Located in the Kaibab National Forest, the City of Williams is surrounded by a natural setting of ponderosa pine forest. During the General Plan process, the citizens of Williams expressed a desire to keep the environment as pristine as possible in order to maintain the quality of life they have come to enjoy. Residents reported that some of the key aspects to the livability of Williams include the "green spaces" and the ability to have an "outdoor lifestyle". The community appreciates and values its natural environment and recognizes the importance of nurturing and protecting this vital resource.

EXISTING ENVIRONMENTAL CONDITIONS

Literally in the shadow of Bill Williams Mountain, the City of Williams is enveloped by abundant open space. The forest is dense and teems with wildlife. Threatened or endangered species can be found in protected, National Forest areas. Cultural resources include sacred Native American ceremonial sites. Much of the City's attraction as a place of residents to live and visitors to return for outdoor enjoyment is the surrounding natural environment. The environment in the Williams area is clean overall, but a few problems do exist.

Noise pollution and wood burning smoke during fall and winter are the most prevalent forms of environmental impact in the City. Noise is generated by traffic on Interstate 40, trains on the railroad through town, and, to a lesser extent, from construction work and air traffic at the municipal airport. To minimize this type of pollution, the City does have ordinances in place prohibiting excessive, unnecessary, or offensive noises. The major

consideration in dealing with noise pollution is the fact that it is point source in nature, meaning that this type of pollution impacts only the area adjacent to the source. The further one gets from the noise source, the less the impact from the sound. With the predominant source of noise in the Williams coming from Interstate 40, the land-use in the surrounding area is most impacted. However, most of the City's residential and hotel properties are located far enough from the Interstate to minimize the impact of highway noise. It is important to note that the train traffic noise is regarded by many citizens as a comforting sound and is not considered by most to be a source of "noise pollution".

The City is mindful of the importance of clean air to its residents and visitors. Although Williams has no major industrial polluters, it plans to exercise caution in approving future developments with respect to minimizing impact on air quality. Dust from dirt roads and heavy truck traffic – as potential contributors to air pollution – are addressed in the Circulation Element.

Water pollution was not much of a consideration until the City began pumping ground water in 2000. Similar in nature to the air pollution issue, Williams does not have a major water polluter. However, the Arizona Department of Environmental Quality reports that there are several records of leaking underground storage tanks downstream of the reservoir that have been entered into the Department's remediation program. Most have been successfully brought up to the State requirements. These types of pollution sources are predominantly gas station tanks and other fuel/oil storage tanks. In addition to clean-up and prevention of future groundwater contamination, attention should be addressed to protecting water quality in local lakes that are heavily used for recreation.

ENVIRONMENTAL PLANNING RECOMMENDATIONS

To maintain the environment in the City of Williams at the high quality level it is at today, the following recommendations are made to provide the framework for addressing environmental issues and their impact on the community:

Recommendation 1: Prevent the degradation of the area's forests, water courses, and other natural assets. Watershed protection is a paramount concern.

This can be best achieved by fostering interagency cooperation among Coconino County, the Forest Service, and other entities to develop strategies and enforcement methods to protect the community's natural resources from both man-made and natural occurrences, such as poaching, fire, bark beetles and over-forestation.

For example, the City could develop a set of guidelines, in cooperation with the Forest Service, for development along the “urban fringe”, the area where the forest meets development. This connection point should be designed to minimize impact on the forest wildlife as well as to provide fire protection for the residents in the “fringe” area.

Recommendation 2: Evaluate proposed development to ensure adequate measures are taken to maintain and enhance habitat, wildlife corridors, and natural vegetation. Add "Environmental Impacts" to the checklist for Development Review Procedures.

The City should develop evaluation methods to determine the impact of new development proposals on the natural environment. The policy of Williams should be to encourage development that provides protection and enrichment of the natural environment.

A wildlife corridor plan, coordinated with Coconino County's Wildlife Resources document, should be developed to identify areas where wildlife crosses through developed or soon to be developed areas. The goal of the plan would be to provide a cohesive system of corridors of sufficient size to allow animal life to move through the community with the minimal amount of interaction with people as possible.

Recommendation 3: Reduce negative environmental impacts of human activities on community livability.

To ensure that new development is as livable as possible, the City should develop guidelines for construction near the Interstate and railway to minimize the impact of noise upon building users. These guidelines should include specific standards for insulated glass, walls, and sound absorbing materials. The requirements could be on a sliding scale – less restrictive the further away from the noise source the proposed development is located.

Another action that the City could take is to minimize particulates in the air by restricting sources of this type of pollution. A possible ban on future wood fired fireplaces and/or the development of an incentive program for upgrading or removing existing systems should be evaluated. This could include a program to encourage the use of electric heat or natural gas heat sources with financial

incentives or credits. Additionally, a program to pave dirt roads in the community as well as a dust management program to minimize dust from driveways, construction sites, and other sources would be another step to ensure future air quality.

IV. GENERAL PLAN IMPLEMENTATION PROGRAM

The General Plan establishes directions to guide progressive change. Citizens' vision for their community translates into goals, objectives, and recommendations for each of the Plan Elements and related components. These statements of principle now need to be carried out in practice. In this section of the General Plan, strategic approaches are suggested to apply local resources and capabilities – working toward civic aspirations.

Four interrelated components constitute the Implementation Program. They are: General Plan Amendment procedures; a phased action program that details possible step-by-step commitments to accomplish the stated Goals; a Plan monitoring process for measuring performance; and land use decision keys to assist in evaluating proposed development projects and assure their consistency with the General Plan.

A. GENERAL PLAN AMENDMENT

State statutes define General Plan major amendments as being required for any change that causes "substantial alteration of the municipality's land use mixture or balance as established in the municipality's existing general plan land use element".

1. *Criteria For Determining Major Or Minor Amendment*

Distinctions between Major and Minor General Plan Amendments are made on the basis of the statutory directive, as applied to Williams' distinctive community character.

- Defining Major Amendment to the General Plan. A Major Amendment to the Williams General Plan is any proposal that would result in a significant change that impacts substantial portions of the community and/or its Planning Area. A prospective development that differs to some degree from the adopted General Plan text and map will require evaluation as to the extent of change. Major Amendment criteria are based on the relative size, in land area, and change, in development intensity (e.g., dwelling density). Also considered are the proposed

development's relationship with surrounding land uses and its impact upon public infrastructure. Criteria for determining a Major Amendment to the Williams General Plan include:

- A change in the Land Use Plan designation on 80 or more acres within the municipal boundaries or on 160 or more acres elsewhere in the Municipal Planning Area; or
- An increase or decrease in density of dwelling units of 50 percent or more, measured in units per acre; or
- An increase or decrease of 20 acres or more for commercial or industrial (e.g., industrial, office, retail, resort) types of uses; or
- An increase of 40 acres or more or a decrease of 20 acres or more for open space uses; or
- Any change to uses specified in an approved, mixed-use master-plan that affects an area of not less than 40 acres and/or that changes the number of dwelling units by 25% or more.

An Amendment to the Land Use Plan initiated by the property owner that results in a decrease in land use intensity will not be considered to be a Major Amendment

- Defining Minor Amendment to the General Plan. Minor Amendments to the General Plan are: minor text changes; map adjustments that neither impact the Land Use Plan's balance nor meet/exceed the acreage or density measures set forth in the definition of Major Amendments.

City Staff will be responsible for the publication of legal notice for General Plan Major Amendment public hearings in accordance with State statutes. Notice will also be provided to, and comments requested from: Coconino County, the Arizona Department of Commerce, and owners of all property within three hundred feet of the area according to ownership records supplied by the applicant.

2. *Major Amendment Scheduling*

The City will consider Major Amendments to the General Plan once each year in accordance with the Arizona Revised Statutes. Major Plan Amendments will first be reviewed by the Planning and Zoning Commission for recommendation to bring by the City Council. Major Amendments must meet the public involvement criteria outlined in the State statutes that require, "effective, early and continuous public participation in the... Major Amendment of the General Plan from all geographic, ethnic, and economic areas of the municipality". A 2/3 majority vote of the City Council is required to approve a Major Amendment.

3. *Basis For Consideration*

The staff, Planning and Zoning Commission, and the City Council, in evaluating and considering any amendment request, should consider the following factors:

- Does the adopted Plan already provide adequate alternative areas for the uses proposed in the amendment?
- Is the proposed amendment an overall improvement to the General Plan?
- Is the proposed amendment for the benefit of a particular party in response to short-term development opportunities?
- Is the proposed amendment justified by other significant land use or policy changes in the area?
- Is the community as a whole adversely affected through:
 - Significantly altering the character of the neighborhood or community?
 - Requiring major and/or unanticipated public infrastructure improvements?
 - Generating increased levels of traffic on area roadways?
 - Non-compatibility with existing or anticipated adjacent land uses?
- Is the proposed amendment consistent with the overall intent of the General Plan?

The burden is on the applicant to demonstrate that a proposed amendment is an overall improvement to the adopted General Plan.

B. PHASED ACTIONS

Williams' Planning Vision Statement contemplates orderly development and preservation of the City and its surrounding area for future generations – over a period of twenty years or more. State statutes, however, require the General Plan to be updated at least every ten years. The Phased Actions portion of this Implementation Program focuses on the next decade, specifying commitments that may be completed between 2003 and 2013 in order to be well on the way toward attaining many objectives in this General Plan before the comprehensive revision sets the community's sights even higher.

Stages are coordinated for start-up through Short-Term actions anticipated for the years 2003-2005; achieving major objectives under each Element during Mid-Term, 2006-2008; and expanded, Longer-Term activities from 2009 through 2013 to meet or exceed many, if not all, of the Plan's Goals. The program is meant to be flexible. Actions may be added, redefined or deleted as circumstances require. For instance, in the event that growth occurs more rapidly than is projected, gains in economic development could cause Mid- or Longer-Term steps to be expedited.

Each Phase is described in narrative and tabular format. Charts identify specific implementation projects with the Element to which they respond. City administration and the governing body determine specific action priorities; however, the listing and timing of these steps establishes general public expectations for Plan progress. The required activity is noted, as well as the group or groups primarily responsible for its initiation.

1. *Short Term Action Steps*

General Plan implementation effectiveness will rely heavily upon first step preparation as a foundation for accomplishing defined planning objectives and protective strategies that, ultimately, achieve the Goals that local citizens have set. Most activities are intended to set the stage for future implementation steps; however, they also can provide useful guidance to plans in progress.

Commitments for some of these initial actions are already being formulated. The years 2003-2005 should provide clear evidence of General Plan progress. General Plan monitoring, including the yearly Amendment process, will allow for adjustments in schedules, ordinance provisions and administrative procedures that enable the City to undertake larger improvement plans during the Mid- and Longer-Term implementation phases.

SHORT-TERM ACTIONS

Element	Project	Anticipated Activity	Responsibility
Land Use	DRT/P&Z Coordination	streamline review process	Planning, P&Z, DRT
Land Use	Code Updates	General Plan implementation package (e.g., xeriscape, Growth overlays)	P&Z, Planning
Circulation	Multi-Modal Enhancements	create transportation options	Planning, providers
Water Resources	Water Master Plan	develop additional resources, conservation, quality standards	Water Dept., Public Works, Planning
Circulation	Trail Linkages	design multi-purpose system	Parks Dept., USFS
Land Use	Sector Plans	establish criteria, priorities, begin one or more Plans	Planning, land owners
Circulation	Gateway Improvements	plan safety, streetscape additions, Grand Canyon Blvd.	Public Works, Engineering
Circulation	Grand Canyon Blvd. Improvements II	install improvements	Public Works
Land Use	Affordable Housing	establish incentive program	City Council, P&Z, lending institution
Land Use	Main Street Grant	define Main street Area development guidelines and standards	Main Street Planning, Chamber of Commerce
Cost of Development	Development Agreements	create standard format, checklists	Finance, Planning
Water Resources	Demand Assessment	set consumption guidelines for development proposals	Water Dept., Planning
Land Use	Employment Creation	designate attractive sites (e.g., forest industries)	Planning, Chamber of Commerce
Growth Areas	Target Areas	identify sites with service capacity	P&Z, City Council
Circulation	Parking/Pedestrian Connection	integrate parking, walkways	Public Works, Planning
Cost of Development	Capital Improvement Program	establish CIP, analyze for unit costs	Finance, City depts.
Water Resources	Evaluate Recycling Potential	consider re-use/recharge	Water Dept., Planning
Water Resources	Implement Conservation	encourage/require recycling measures	Water Dept.
Land Use	Image/Marketing, Revitalization	promote quality development, infill Main Street Area	Chamber of Commerce, City Council
Open Space	Initiate O/S Master Plan	set standards, prioritize	Parks Dept.
Water Resources	Adopt Funding Strategies	evaluate rates, hookup fees, financing mechanisms	Finance, Water Dept., Planning
Environmental	Environmental Safety Program	establish fire suppression standards	Public Safety
Open Space	Common Open Space	consider development requirements	Parks Dept., Planning
Growth Areas	Mixed Use Overlay	create Incentive District	Planning
Cost of Development	Fiscal Planning	explore methods for joint public-private infrastructure financing	City Council, Finance Dept.
Circulation	Airport Development	facility improvements	City Council, Finance Dept.

2. Mid-Term Action Steps

Implementation priorities in the mid-term (three to five years) build on preparation and planning that has already taken place. The scale of these projects depends on available resources. Revenues from successful economic development may allow the City to expedite capital investment and broaden incentive programs.

Assessments of General Plan implementation effectiveness will guide the public in determining (possibly in a Town Hall forum held as the Mid-Term commences in early 2006) whether Action Step adjustments are needed.

MID-TERM ACTIONS

Element	Project	Anticipated Activity	Responsibility
Land Use	Master-planned Community	promote large-scale development	P&Z, Planning
Land Use	Main Street Improvements	streetscape, façade upgrades	Main Street, Planning
Circulation	Pathway/Trail Improvements	begin improvements	Parks, Public Works
Environmental	Habitat Protection	designate sensitive areas	USFS, Parks Dept.
Cost of Devt.	Payback Arrangements	develop reimbursement formula	Finance, land owners
Water Resources	Increased Storage	add tanks to accommodate growth	Water Dept.
Growth Areas	Incentive Programs	consider density bonus, fee waivers	Planning, Finance
Land Use	Housing Variety	adopt multi-family and mixed-density criteria	Planning, public, providers
Water Resources	Implement Conservation	encourage/require recycling measures	Water Dept.
Open Space	Park Needs	forecast future requirements	Parks Dept., Planning
Land Use	Construction Quality Criteria	adopt development design guidelines	Planning, private sector
Growth Areas	Infill District	coordinate with Historic District	P&Z, Main Street
Open Space	View Protection	Designate, protect scenic corridors	Planning
Circulation	Cross-Town Circulation	plan, design new collector street	Engineering, Public Works
Environmental	Eco-Tourism	establish nature area attractions	Chamber of Commerce, USFS, Parks Dept.
Cost of Development	Community Facilities District	consider for master-planned community financing	City Council, Finance
Circulation	Truck By-Pass	explore re-routing options	Public Works, County, ADOT
Growth Areas	Airport Commerce Park	program aviation/employment expansion	P&Z, Planning
Open Space	Buffer Standards	devise protection measures for golf course, parks	Parks Dept.
Cost of Devt.	Improvement Bond Program	research, submit to voters	City Council, Finance, City depts.

3. Longer Term Action Steps

Major projects begun during the short- or mid-term phases will take on new dimensions from six to ten years after General Plan adoption. Emphasis would be on completion of basic improvements so that the next General Plan Update, required by State statutes at least every ten years, has a solid base of infrastructure, enhanced property values and sustained living quality.

Additional Action Steps, derived from changes in conditions, should be considered for extending Williams' 2009-2013 municipal planning priorities. Possible activities could include joint City-County or –USFS planning initiatives.

LONGER TERM ACTIONS

Element	Project	Anticipated Activity	Responsibility
Water Resources	Update Master Plan	revisit availability, treatment, storage, fees	Water Dept.
Land Use	Neighborhood Revitalization	develop rehabilitation, re-use strategies	P&Z, Planning
Circulation	Roadway Upgrades and Gateways	extend streetscape, safety improvements	Public Works
Circulation	Path/Trail Improvements II	complete basic trails system	Parks, Public Works
Environmental	Nature Center	build on eco-tourism interest	Chamber of Commerce, Parks Dept.
Open Space	Parkland Acquisition	purchase/obtain required acreage	Parks, Planning, Finance
Open Space	Recreation Improvements	upgrade existing; begin, improve new parks	Parks, Planning, Finance
Growth Areas	Active Retirement Community	development agreement for new community construction	Developers, Council, P&Z
Cost of Development	Bond Program Investment	implement bonded projects	Public Works, Finance
Environmental	Flood Hazard/Drainage Management	draft ordinance provisions	Engineering, Planning
Land Use	Expand Hospitality Hub	encourage expanded, new lodging, restaurants, recreation	Chamber of Commerce, City Council
Circulation	Truck By-Pass II	select preferred alternative, adopt interim improvements	Public Works, Count, ADOT
Land Use	Business Retention	allow business expansion, conversion Main Street Area	Planning, P&Z, Main Street, Economic Devt., Chamber of Commerce
Growth Areas	Commerce Park	develop high-tech opportunity area	Chamber of Commerce, private sector

C. **PLAN MONITORING**

Maintaining General Plan momentum is a vital function for the entire community. Leadership should use the Plan as a primary decision-making tool. Municipal staff applies the document's principles on a day-to-day basis, keeping track of shortcomings that need correction. Residents and property owners need to be able to rely on the Plan; and developers are expected to follow its directions. Together, all these stakeholders should get involved in the monitoring responsibility: oversight, updating and Plan follow-through.

1. Plan Oversight

As the City Council advisors on planning matters, the Planning and Zoning Commission is responsible for broad General Plan supervision. Administrative staff, however, is in the best position to provide simple upkeep services. Basic information about planning and development activity, especially changes in each of the Elements' status, is a fundamental tool in Plan maintenance. It is essential to keep the document current.

Some practical ways for keeping the General Plan on track are suggested:

Map Revisions

Periodic revisions to the Land Use Plan map should be made to record: approved Major Amendments; overlay or target areas; and, where appropriate, cumulative minor amendments, street extensions or closures, and additions or alterations to open space/pathways.

Preferably, current maps would be produced on an annual basis, following the General Plan Amendment hearings. Over time, the series of regular graphic updates constitutes a valuable "time lapse" tool for observing the physical progress (e.g., land use, housing, and transportation) of implementation activities.

Text Revisions

Similarly, amendments to the narrative portions of the City's planning documents should be inserted regularly into users' copies of the General Plan. It is not necessary to republish frequently. "Change pages", marked

as current updates, may be prepared to replace older versions of sections that have been officially revised.

The Planning Department is charged with recording changes authorized by General Plan Amendments. Text revisions, as well as legal descriptions of properties involved in map amendments, should be conveyed for accurate insertion in regularly-updated Plan documents.

Record Keeping

Quarterly reports on Planning and Zoning Commission and other advisory bodies’ activities are helpful in reflecting the City’s development trends. Data on construction (e.g., permit valuations, housing starts, commercial square footage) are key to measuring the extent of community growth.

2. Plan Progress Assessment

The Planning and Zoning Commission (with staff support outlined above under Plan Oversight) serves as the repository for General Plan evaluations of success and/or shortfalls. Throughout the year, progress reviews may be conducted as discussion or decision items on the Commission's regular meeting agendas

A typical annual schedule of assessment checkpoints, which may be adjusted at the Commission's pleasure, is illustrated below. Explanations for each review function are offered in the following sections.

ASSESSMENT	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC
Annual Report	X											
Phase Priorities						X						X
Performance										X		
Changed Conditions								X				
Quarterly Review			X			X			X			X

3. Performance Measurement

Overall attention to General Plan Goals can be rated for each Plan Element by Commissioners on a simple 1 to 10 scale; 1 being the lowest rating "no attention, seriously deficient"; 10 being "well-served, ahead of action schedule". A cumulative average of 6 or better may be regarded as a

satisfactory rating, although a target of 8 represents preferred superior Element performance.

Each Action Step on the current Phase chart should also be evaluated. A maximum of 5 points may be awarded for any item. 0 = no attention; 1 = limited progress; 2 = preliminary or draft work transmitted; 3 = partial completion, preliminary results achieved; 4 = completed, ready for implementation; 5 = completed, implementation underway.

Looking at the Short-Term Phase, for instance, the twenty-three listed items could achieve a maximum of 115 points. In the first year, 2003, a score of 60-70 might be acceptable. By the end of the second year, the total should be above 80. In the second and third years, points may be awarded for beginning accomplishments in the next Phase. That is, if progress has been made toward, say, Downtown Historic District improvements or water storage capacity, each may rate an additional point or two. Therefore, when ratings are completed in 2005, Williams could have achieved a success rating of more than 125.

Members of the public, other Boards or Commissions and City Council may also be provided an opportunity to fill out performance score cards as input to the Planning and Zoning Commission's assessments.

4. *Annual Report*

During the first quarter of each calendar year, the Planning and Zoning Commission is expected to issue a concise report (prepared by Staff and approved by Commission) on General Plan progress. The General Plan Progress Report, after presentation to and acceptance by the City Council, will be made available to the public.

A record of recent accomplishments, including development activity and major municipal improvements, should be summarized. An overview of Action Recommendation progress, together with a statement of activities anticipated for the upcoming year, should be included. The report may also provide information on building permits, code enforcement and disposition of applications to boards, commissions and Council. Data regarding

acreages and/or dwelling units rezoned or developed over the past year, according to use type, would be particularly relevant.

As part of the on-going public participation program, the City will distribute the Annual Report to statutory reviewing agencies, jurisdictions, civic organizations, stakeholders and other interested persons.

D. LAND USE DECISION KEYS

General Plan implementation is an incremental process that includes all plans and improvements to property in the City. Every lot, when it is built upon, redeveloped, or zoned, can make a positive contribution to achieving City planning goals. By observing the General Plan's guidance in new construction projects, property owners will realize that their improvements are sustainable, in accord with the community's expectations.

Criteria for assessing various types of development may be applied as guides to decision- by the City Council, its advisory boards (especially the Planning and Zoning Commission), and municipal staff. The Land Use Decision Keys act as a bridge between the General Plan and development codes. Over time, some may be incorporated, as appropriate, into zoning or subdivision regulations or they may continue as informal guides to community preferences, answering the question "Where is it written?"

1. *Residential Keys*

Quality, affordability and variety are among the results desired for upgrading the local housing stock. Guidelines are to be adapted in economically-feasible ways, to apply to infill projects.

- *Street access* – for each dwelling unit should be provided to an appropriately-surfaced dedicated public roadway or accepted private street, with adequate surfaced areas for parking and maneuvering. Driveways serving multiple forty or more dwellings ought to provide a minimum of two points of ingress-egress for adequate emergency access.
- *Pedestrian connections* – may include sidewalks in areas with an average density of four or more units per acre; however, for most residential neighborhoods, multi-purpose pathways, improved to

- *Drainage* – home sites and multi-unit residential clusters should be graded to minimize runoff and ponding onto adjacent properties, streets or portions of the subject site where damage to structures or their contents may occur. On-site detention is preferred.
- *Useable open space* – subdivisions or multi-family developments planned for forty or more dwelling units should consider allocating recreational space, which may include pathway linkages in proportions similar to those expected for master-planned developments. (See: 5. Mixed-Use Development Keys)
- *Appearance themes* – where tract development occurs, residential designs should reflect variety in house plans and elevations with selective retention of native landscaping to maintain the City's forested character.

2. ***Commercial Keys***

Retail, service and office establishments are highly visible. They also attract traffic. Appearance and safety considerations may be combined with creative site planning. Plans would be expected to address the following design guidelines:

- Gateway properties – located at Williams' major I-40 entry points should contribute to appearance themes through attractive landscaping, signage and architectural character – especially as a visually compatible introduction to the Historic District.
- Street access – provides direct ingress/egress from a public arterial or collector roadway. Properties five acres or greater in area should have two or more access driveways, twenty feet or greater in width plus driveway aprons, preferably avoiding traffic generation onto adjacent residential streets.
- *Parking and maneuvering* – retail, food service and other hospitality industry uses, especially, should design street-side setbacks no less than thirty feet in depth, to separate entry points from parking areas. Driveway, parking and maneuvering dimensions should be increased

where truck or recreational vehicle traffic is anticipated. Required handicapped facilities are emphasized.

- *Drainage* – swales for storm-water retention may be combined with landscaping and setback tracts to prevent street and parking lot flooding. Larger properties or those more exposed to runoff may include on-site drains for percolation and groundwater recharge.
- *Pedestrian connections* – are encouraged to link with community path or sidewalk systems. Retail developments with large or multiple establishments should design walkways between stores/designated pedestrian ways in parking lots to separate customers on foot from vehicular traffic.
- *Screening and landscaping* – low-water use landscape materials may be planted at the upper edges of drainage swales for appearance purposes, with more dense vegetation or block walls along rear and side property lines that abut residential areas to screen portions of the property containing outdoor storage, loading or parking areas.
- *Signage* – in compliance with code provisions, business signs may be placed near entry driveways in landscaped setback areas. Monument signs, four feet or less in height, are preferred.

3. *Industrial/Employment Keys*

Workplaces should be designed to accommodate current business purposes and employee convenience; but, also, to facilitate possible future expansion. They may observe different appearance criteria depending on location: highway frontage, Airport Growth Area and especially, adjacent to residential zoning.

- *Site planning* – consultations with DRT are expected on projects of five acres or more, with general siting concepts for future construction phases.
- *Street access* – may be by privately-maintained roadway or driveway directly served by public arterial or collector street frontage. Special paving considerations may be required for operations involving heavy vehicles.

- *Parking and maneuvering* – dust-proofing and surfacing should be provided as appropriate to the industrial use and its surrounding area; designated parking, loading, storage and maneuvering areas should meet all zoning requirements with additional improvements if necessary for the number and types of vehicles required by the proposed use and its employees.
- *Drainage* – site grading is expected to provide for managed retention and bleed-off of storm-water to prevent flooding of on-site areas and adjacent public streets. Preferably, street-fronting drainage areas would be landscaped with approved plant materials.
- *Water consumption* – measured in terms of available municipal resources should relate positively with the contribution made by the industrial use to the local economy. High water-use processes should be required to employ effective water recycling techniques.
- *Employee amenities* – protecting health and safety of workers are regarded as necessary; facilities for work breaks or after-shift recreation are desirable, particularly in conjunction with City or civic organization joint use possibilities.

4. *Public or Institutional Use Keys*

City projects should lead by example. Municipal uses, schools, churches, government agency or civic organization properties may be exempt from some code requirements; however, they should attempt to follow Decision Keys.

- *Site planning* – to present an orderly, attractive appearance; architectural and landscaping excellence are encouraged.
- *Street access* – should be appropriate to the function and scale of the public or quasi-public use. High traffic generators should be expected to observe commercial location standards.
- *Parking and maneuvering* – areas may be designed to facilitate periods of peak use at the facility, including the designation of temporary vehicular use areas and/or joint use with nearby properties for special events.

- *Drainage* – front and side setback swales, with landscaping and/or screening along inner, uphill edges provide on-site detention and improved appearance from the street.
- *Community amenities* – should be considered, particularly pathway connections. Useable open spaces should be scaled to the property: playground or tot lot, picnic ramadas, court games.

5. *Mixed-Use Development Keys*

Plans for larger, master-planned developments that include non-residential uses should observe relevant keys for each type of use component as well as taking the opportunity to design features that add to safety, marketability, convenience and distinctive appearance.

- *Street access* – entry monumentation is recommended for development identification and for each separate residential neighborhood. A sign theme package is desirable. Portions of the development containing 50 or more dwelling units ought to add a third point of principal access, with additional ingress/egress for each additional 100 units.
- *Pedestrian connections* – should include linkages to the pathway system especially from the development's residential areas to its open space, shopping, employment components and to nearby schools or churches.
- *Drainage* – comprehensive, master planned solutions for the entire development may utilize parks or other open spaces for retention.
- *Useable open space* – preferably exceeds ten percent of the net site area (or as may otherwise be required by ordinance) provided in centrally-located, joint-use park(s) and pathways within 600 feet of each home or business.
- *Streetscape themes* – may be used to identify individual neighborhoods and non-residential areas with varied landscaping, lighting or street furniture.